

Independent District Commission

Final Report | September 2023



**Portland
Transition**



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Executive Summary

Background

The City of Portland’s Charter Commission advanced Measure 26-228 for Portland voters to consider during the November 2022 election. Voters approved the measure and amended the City’s Charter in three primary ways:

- Allows voters to rank candidates in order of preference, using ranked-choice voting.
- Creates four new geographic districts, with three City Council members elected to represent each district, expanding City Council to a total of 12 members.
- Replaces the commission form of government with a City Council focused on setting policy and a professional City Administrator to run the City’s day-to-day operations with the Mayor.

Independent District Commission

To comply with the amended Charter, City Council appointed the Independent District Commission (Commission) – composed of 13 voting members, three alternate members, and three reserve alternate members – to create a citywide plan with four geographic districts. The plan needed to include a map and descriptions of the districts. The Commission was required to hold a citywide public hearing early in the process to engage Portlanders on district criteria, and at least two public hearings in each proposed district before voting to adopt the plan. Finally, the Commission was required to ensure that the plan complied with local, state and federal laws and any additional criteria adopted by the Commission.

The Commission was appointed in January 2023 and had to complete its work by September 1, 2023. If at least nine voting Commissioners approved the plan, it would be considered final without further action by City Council.



Independent District Commission Public Hearing at the Asian Pacific American Network of Oregon.

Community Engagement

The Commission was committed to ensuring that the districting process promoted transparency and public trust, as well as meaningfully engaging Portlanders. The Commission hosted ten public hearings, reviewed almost 1,000 public comments, heard 12.5 hours of public testimony, held over 70 stakeholder briefings, and reviewed over 200 draft maps.

District Plan Criteria

The Commission complied with state and federal districting criteria, as well as the criteria approved by Portlanders in November. These criteria required that each district, to the extent practicable, be:

- Contiguous and compact;
- Use existing geographic or political boundaries;
- Not divide communities of common interest;
- Be connected by transportation links; and
- Be of equal population.

No district was to be drawn for the purpose of favoring any political party, incumbent elected official, or other person, or drawn for the purpose of diluting the voting strength of any language or ethnic minority group. The Commission had authority to add criteria but, based on public input, voted against it on April 10, 2023.

Draft District Plan

On June 1, 2023, the Commission released a draft plan for community input with three map options called Alder, Cedar, and Maple. Public comment was open from June 1 to July 22, 2023. The Commission hosted nine public hearings during this time for community members to share input. These hearings included two in-person hearings in each of the four proposed districts and one virtual citywide hearing. During the public comment period, the Commission received 816 public comments and heard testimony from nearly 400 participants at the hearings.

Final District Plan

The Commission reconvened in August 2023 to consider public input. On August 21, the Commission eliminated the Cedar and Maple maps and adopted a refined Adler map, with districts numbered one through four, as the final district plan. On August 22, the district plan was filed with the City’s elections officer.

1. Implementation of Amended Charter

The City will hold its first election using ranked choice voting and geographic districts in November 2024.

In January 2025, the newly elected City Council, Mayor, and Auditor will take office under the new form of government.

2. Commission Roles and Responsibility

The amended Charter required the City Council to appoint an Independent District Commission to create geographic districts within the City for the purpose of electing twelve City Councilors, with three Councilors from each of four districts. The City Council must appoint a new Commission every year ending in “1” to consider population shifts and whether any adjustments to the districts are needed. Each Commission’s term ends when a district plan is adopted.

Each Commission is responsible for:

- Holding a citywide public hearing early in the process to engage Portlanders on district criteria.
- Holding at least two public hearings in each proposed district before voting to adopt a district plan.
- Ensuring that district maps are consistent with local, state and federal criteria and any additional criteria adopted by the Commission.

Adoption of the district plan requires an affirmative vote of at least nine Commissioners. Once the Commission adopts a plan, it is considered final and no further action by the City Council is required. The plan becomes effective it is filed with the City’s elections officer.

Here, the Commission unanimously adopted a plan, including a map and a description of the four districts, on August 21, 2023. The plan was filed with the elections officer on August 22, 2023.

3. Commission Members and Partners

The City issued a citywide application for the Commission and 282 residents applied. The City Council appointed 13 voting members, three alternate members, and three reserve alternate members.

The Commission had one dedicated full-time staff member, as well as support from the City’s Charter Transition Team.

See Appendix A for a full list of Commissioners and staff.

The Commission was also supported by FLO Analytics, consultants who provided the Commission with technical services to facilitate the creation and adoption of the City’s first district plan. FLO Analytics provided GIS support, mapping software, data processing and analysis, and formatting and design of mapping materials. Finally, the Commission was supported with professional meeting facilitation by NEX Strategies. Contractors were selected through a competitive procurement process.


4. Commission Foundational Work

The Commission was appointed in January 2023 and began work in February by drafting its bylaws, values, working agreements, and community engagement framework. The Commission also created a set of shared values (see Appendix B) based on the adopted City values. In short, the values focused on anti-racism, equity, accountability, transparency, communication, collaboration, and fiscal responsibility. These values were supported by all Commissioners and were reflected in the community engagement process.


Independent District Commission Values

 Anti-Racism


 Equity

 Accountability

 Transparency

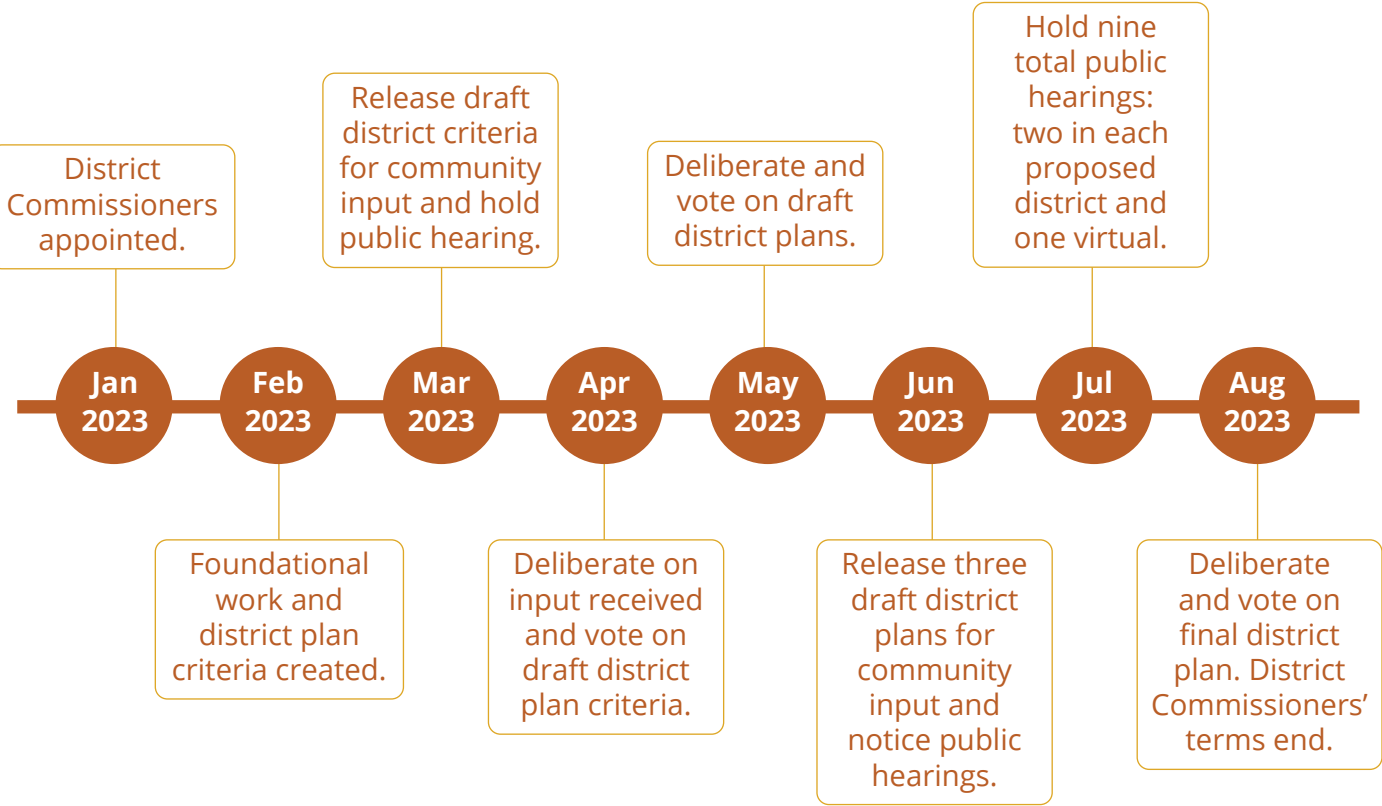
 Communication

 Collaboration

 Fiscal Responsibility

5. Commission Timeline

The Commission was required to complete its work by September 1, 2023. Accordingly, it had roughly eight months to complete research, gather public input, develop and review maps, discuss feedback and adopt a district plan. Below is a high-level overview of the timeline and key milestones:



6. District Plan Criteria

The district plan is consistent with the criteria in state and federal law and additional criteria adopted by Portland voters in the amended Charter.

- 

1. Each district, as nearly as practicable, will be contiguous. A district is considered to be contiguous if it is possible for a constituent to travel from any point in the district to any other point in the district without crossing the district's boundary.
- 

2. Each district, as nearly as practicable, will be compact. Geometric shape is commonly used as a means of assessing compactness, but generally, a district in which constituents live near each other is usually more compact than one in which they do not.
- 

3. Each district, as nearly as practicable, will utilize existing geographic or political boundaries. Using defined boundaries enables the community to easily recognize district borders and preserve communities that may have previously coalesced around these same boundaries. The Commission used existing geographic boundaries, such as the Willamette River, when determining district boundaries, and considered political boundaries, including school districts (e.g., Parkrose, David Douglas, Centennial, and Reynolds school districts entirely in District 1).
- 

4. Each district, as nearly as practicable, will not divide communities of common interest. Communities of interest are often defined as groups that share a common policy concern and would benefit from being districted together. Historical communities as well as neighborhood associations were kept whole as much as possible or were modified per community input. The Commission gave great weight to and received considerable public comment on communities of common interest.
- 

5. Each district, as nearly as practicable, will be connected by transportation links. Buses, light rail, transit corridors, and other transportation connections were all examined as the Commission discussed the creation of districts. Each district contains transportation links that effectively connect all areas of the district.



6. Each district, as nearly as practicable, will be of equal population. The Commission used 2020 Census data to ensure that each district was as equal as possible in total population. Districts are substantially equal when the largest and smallest districts are not more than ten percent apart. Based on 2020 Census data, the ideal population of each district was 163,125 people (i.e., total City population divided by four districts). The total deviation of the final map was 5 percent, which is calculated as the absolute sum of the deviations from the ideal population of the largest and smallest districts.



7. No district may be drawn for the purpose of favoring any political party, incumbent elected official, or other person. Drawing districts in favor of political parties or other elected officials is prohibited. The Commission did not consider data on political parties, incumbents, or other elected officials when drawing district boundaries.



8. No district may be drawn for the purpose of diluting the voting strength of any language or ethnic minority group. Drawing districts to dilute the strength of any language or ethnic minority group is prohibited. After evaluation of the City's population, the Commission did not consider race, ethnicity, or language as a determining factor when drawing district boundaries.

The Commission discussed including additional criteria but voted not to after receiving public input that overwhelmingly supported only the use of local, state and federal criteria.

7. Public Engagement

Early in the districting process, the Commission established a Community Engagement Workgroup to create community education and engagement strategies. The Workgroup promoted transparency and public trust in the process and strove to meaningfully engage Portland's diverse communities. The Workgroup met throughout the process to develop and continually evaluate the engagement plan.

Portlanders were encouraged to engage with the Commission in several ways, including attending hybrid public meetings, giving verbal comments at a public meeting or hearing, submitting written testimony, staying informed through regular email updates from the City, attending a mapping training session, designing and submitting a district map, attending a community event or listening session, and requesting a briefing for a community group. Commissioners were expected to use their connections with community to have conversations with targeted groups, all of which are listed in Appendix C. Below is a quantitative summary of the Commission's engagement efforts.

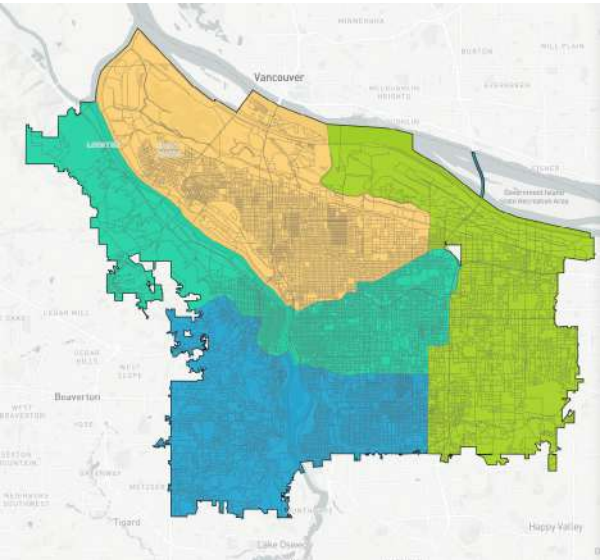
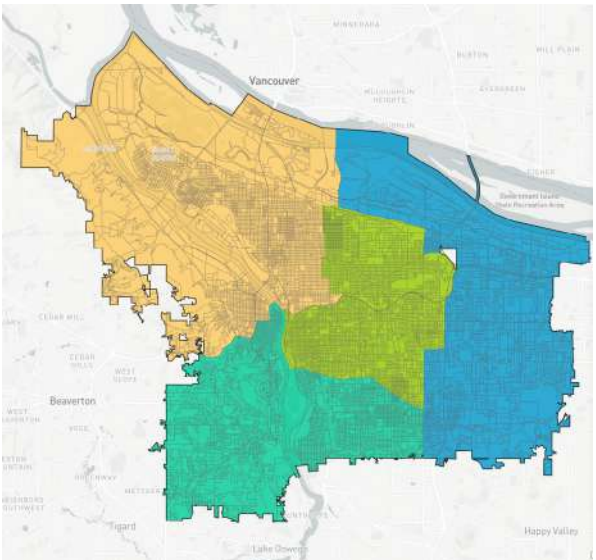
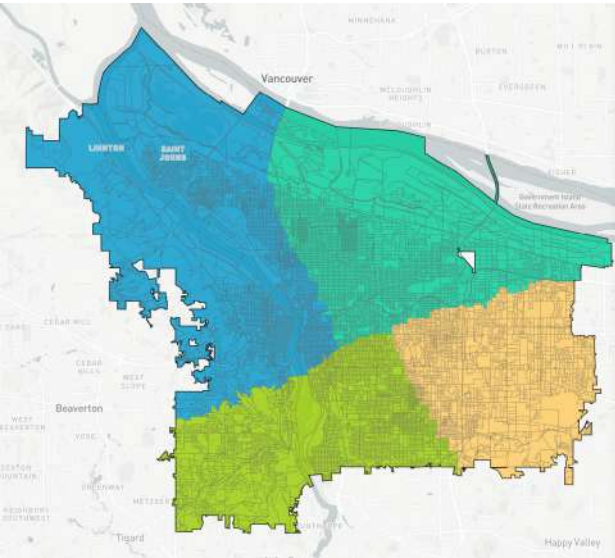
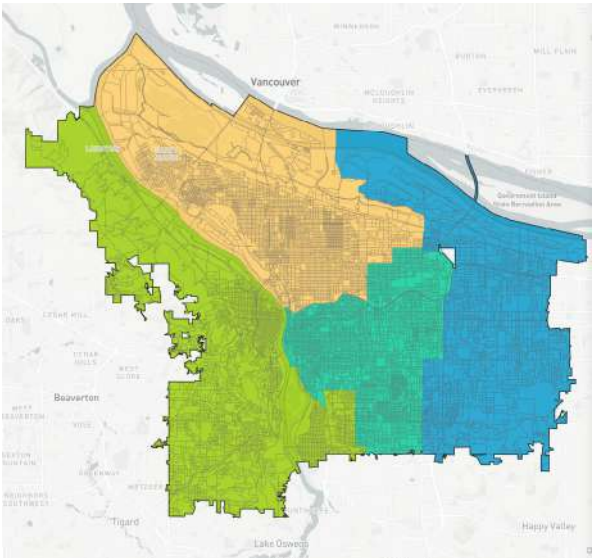
| Summary of Commission Engagement | |
|--|------|
| People receiving email updates | 435 |
| Public comments received | 952 |
| Maps submitted on Districtr | 221 |
| Hours of verbal public comment | 12.5 |
| Public meetings | 12 |
| Hearings and community events | 18 |
| Hearing and community event participants | 482 |
| Community survey responses | 75 |
| Stakeholder conversations or briefings | 72 |

8. Online Mapping Tool for Portlanders

The Commission purchased a dedicated webpage within Districtr – an online mapping tool – to offer an easy way for Portlanders to draw districts and map their communities. Districtr was designed to promote public participation in redistricting. The mapping tool displayed 2020 Census population and demographic information, as well as specific political boundaries requested by the Commission to assist in creating maps, including neighborhood organizations and school districts. By design, maps cannot be removed from the webpage; this ensures that everyone has the opportunity to view and consider every publicly submitted district map or community.

The link to the City’s Districtr webpage was published on the Commission’s website and promoted to the public as an opportunity to create maps and submit them to the Commission for consideration. Over 273 maps were submitted via Districtr, with 226 complete maps, 34 partial maps, and 47 maps that did not meet the criteria. In addition, there were 21 community of interest submissions. Each map was examined by FLO Analytics and placed in a thematic category, based on how the map arranged the City into four districts. Maps that created more or fewer than four districts, or maps that visually did not meet the criteria (e.g., not contiguous), were not considered by FLO Analytics and the Commission. The most common themes were maps in which districts were “stacked” either north/south or east/west, districts followed the Willamette River, or districts met at a central point near the center of the City. Samples of these maps can be seen below. Commissioners reviewed the map submissions and identified specific maps that helped guide the creation of potential maps and identify communities of interest.

The Commission hosted virtual trainings for community members to learn how to use Districtr and to encourage map submission. At the trainings community members received a tutorial, had the opportunity to ask question and help drawing their own map.



Maps submitted to Districtr illustrating different ways the City could be districted.



9. Communities of Common Interest Mapping Considerations

Driven by community input, the Commission identified many communities of common interest. Based on this input and Commissioners' conversations with community organizations, the Commission identified a few priority areas to consider during the drawing of maps. These included not dividing historic Albina, not dividing the community of St. Johns, and respecting a request from the Asian Pacific American Network of Oregon (APANO) to distribute the Jade District between two districts along 82nd Avenue.

Over 50 data sets (Appendix D) were used in conjunction with community input when the Commission discussed, at length, the impact of district boundaries on Portlanders, considering factors such as school districts, creating a western district using the Willamette River as a boundary, and creating other demographically and socioeconomically similar communities. The Commission drew from the data sets to address community input and to visualize where there might be opportunities to eliminate inequity. Community input coupled with supplemental boundary data also helped the Commission establish the geographic locations of communities of common interest.

Decisions to group communities in districts were not easy—the Sellwood and Eastmoreland community input regarding their preference not to be grouped with the western district was extensive. Additional input from residents who were concerned about the impact of the districts on their neighborhoods provided a significant amount of information for the Commission to consider when discussing where districts should ultimately be drawn.

After considering the criteria and community input, the Commission determined that creating a single district that encompassed everything east of I-205 was important to the communities that resided there, as it would increase representation. Historically, only two City Councilors have been elected from east of I-205 in City history (Randy Leonard, 2002–2012; and Jo Ann Hardesty, 2019–2022). The Commission saw the opportunity to recognize the community east of I-205 as a community of common interest that has been historically underrepresented and underinvested in — and an important community of common interest to not divide in the districting process.

10. Draft Map Priorities

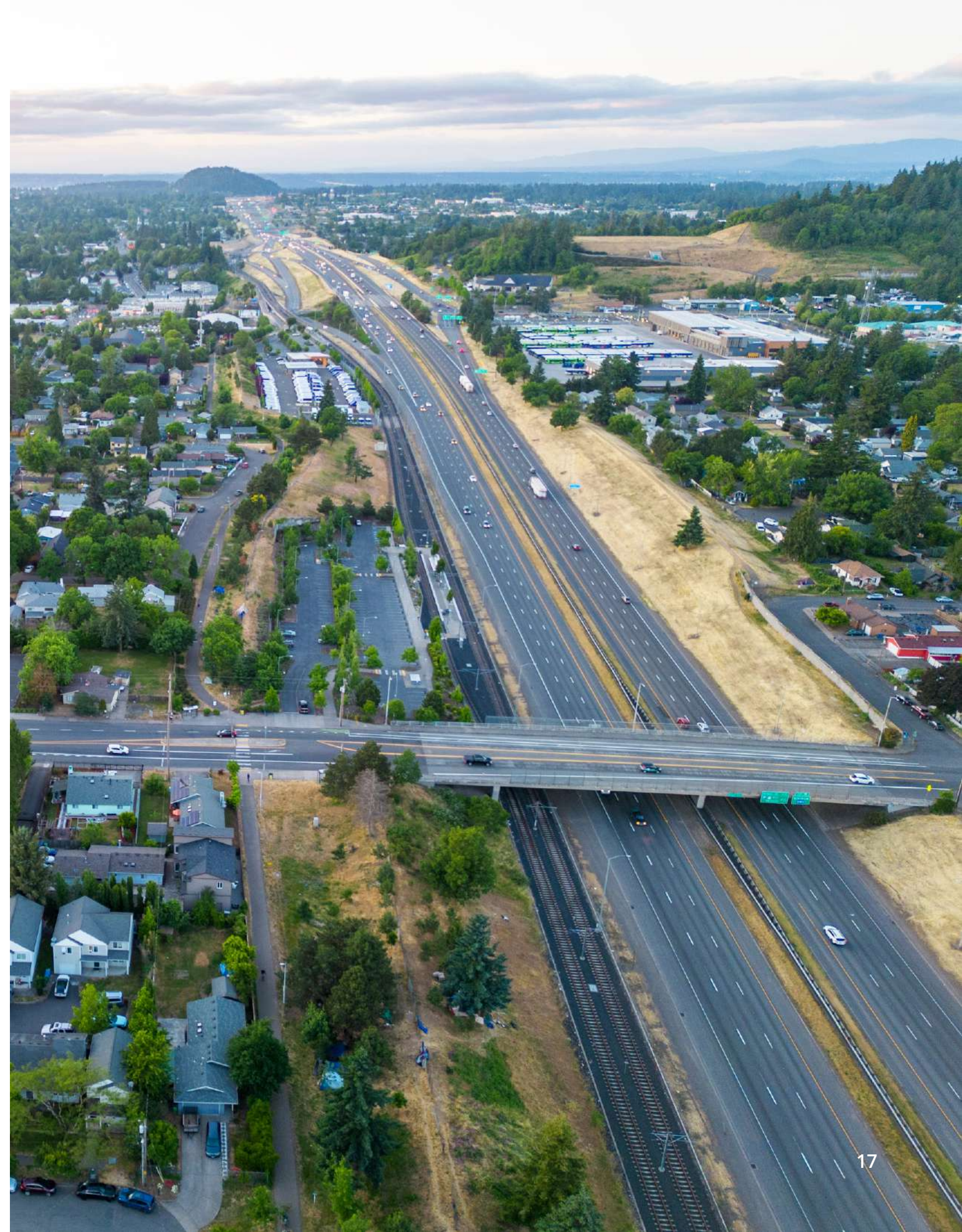
The Commission created three draft maps after considering months of public testimony, over 200 submitted maps on Districtr, and 50 supplemental data sets. In addition, Commissioners drew on their own familiarity with the City and the concerns they heard from the public about keeping neighborhoods and school districts in a single district to the extent practicable, examining racial/ethnic population centers or concentrations, and reviewing socioeconomic clusters (e.g., owner/renter-occupied housing and household income).

The three draft maps shared the following characteristics:

- All communities east of I-205 were in a single district.
- The Parkrose, David Douglas, Reynolds, and Centennial school districts (i.e. the four non-Portland Public school districts) were in a single district.
- The western border of the easternmost district ran along I-205 and 82nd to preserve the Jade District interests and the Lents neighborhood.
- Neighborhoods along the northern part of the City were in a single district, with the exception of neighborhoods in the Parkrose school district.
- The north and south sides of Columbia Boulevard were in a single district.
- Historic Albina in N/NE Portland was preserved in a single district.
- All communities west of the Willamette River were in a single district.

The maps also reflected some alternative choices and tradeoffs in satisfying the criteria. To keep communities west of the Willamette River whole, all three maps needed to cross the Willamette River to achieve the equal population criterion, or that district would fall about 20,000 people short because of the large area encompassing Forest Park. Each map addressed the equal population criterion in a different way:

- The Alder map crossed into lower southeast to include the neighborhoods of Sellwood-Moreland, Eastmoreland, and Reed.
- The Cedar map crossed along the inner eastside to include the Central Eastside Industrial Council District and parts of the Kerns, Buckman, Hosford-Abernethy, Brooklyn, and Sellwood-Moreland neighborhoods, as they share eight bridge connections across the river and have bus and MAX line corridors to the east along 12th Avenue and SE McLoughlin Boulevard.
- The Maple map crossed into the central eastside from I-84 south to Powell Boulevard to include parts of the Kerns, Buckman, and Hosford-Abernethy neighborhoods.

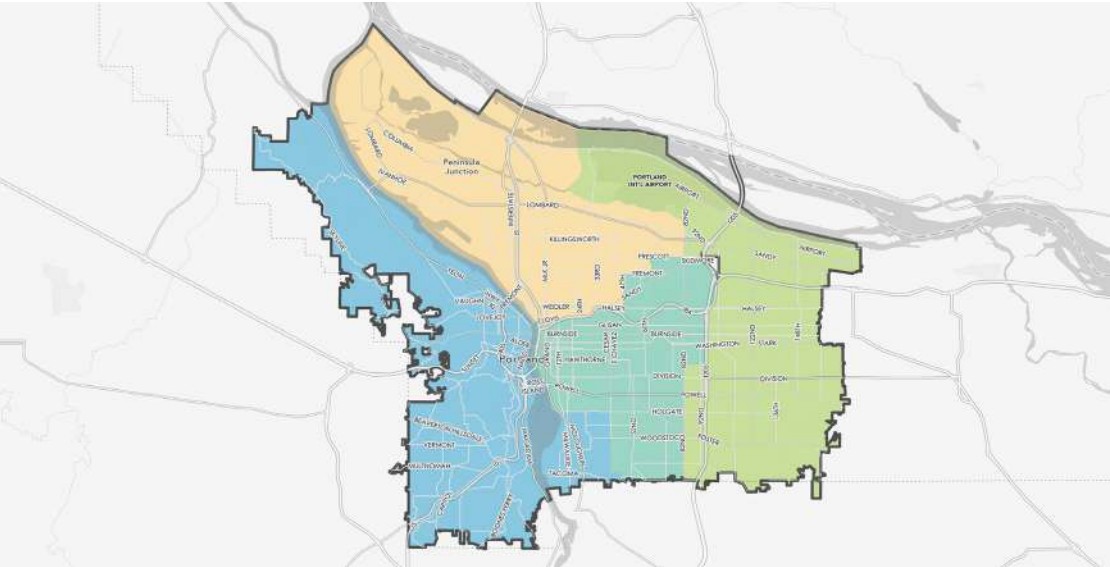


Each map had slightly different configurations for the remaining three districts at the eastern boundary between the N/NE and central SE districts:

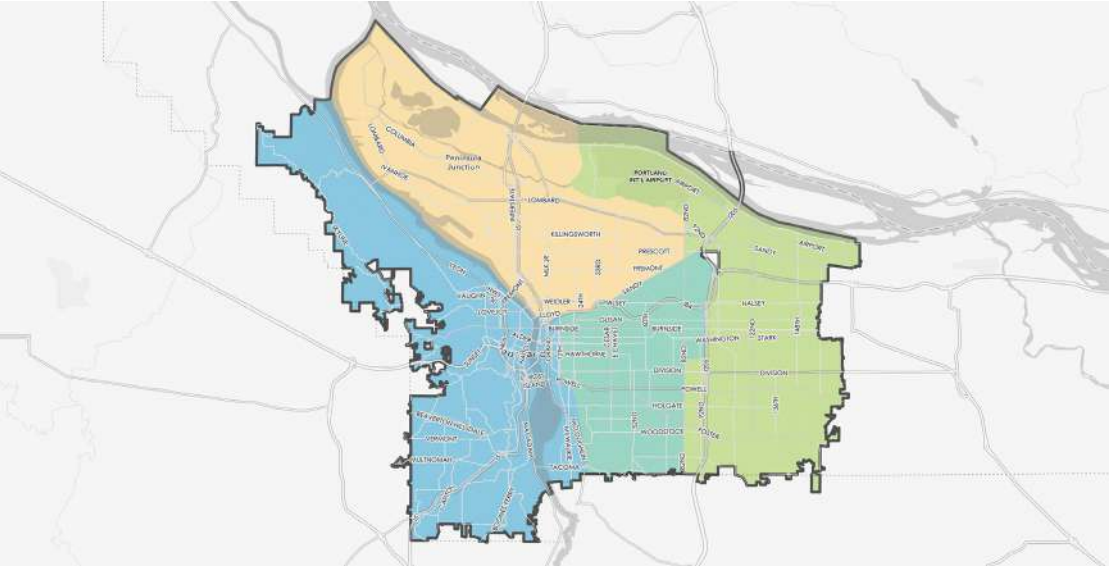
- The Alder map used neighborhood organization boundaries rather than the arterial roadway Sandy Boulevard.
- The Cedar map used Sandy Boulevard as a transit boundary, dividing Hollywood, Rose City Park, and Roseway neighborhoods into two districts.
- The Maple map used a combination of neighborhood organization boundaries and Sandy Boulevard, keeping Hollywood and Rose City Park each in one district while dividing Roseway into two districts along Sandy Boulevard.

Each draft map is summarized below. See full-size maps in Appendix E.

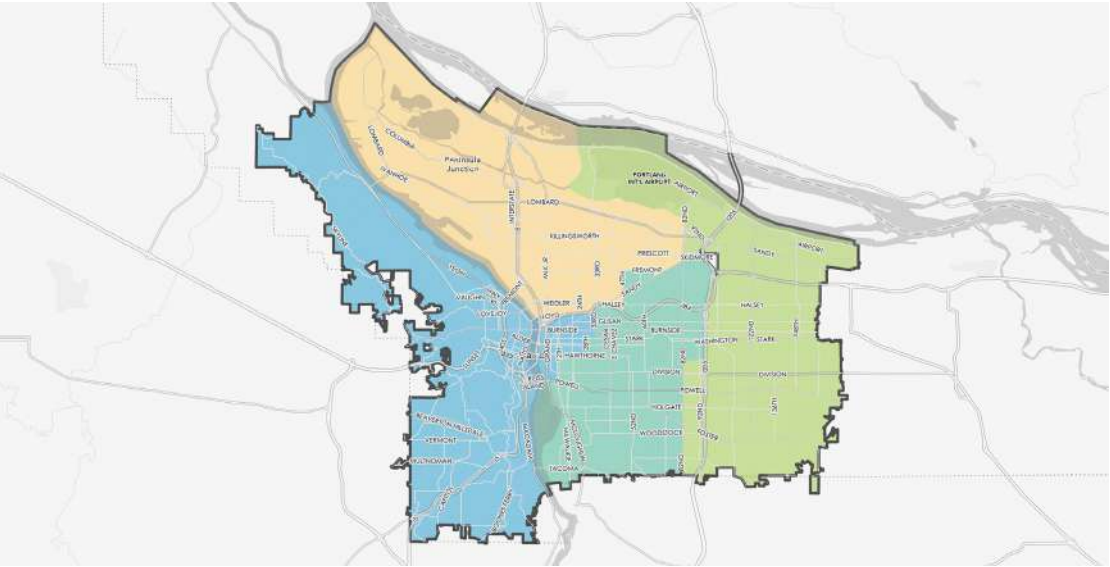
The Alder map was built to preserve established neighborhood boundaries. It divided the central city among three districts – using the Willamette River and I-84 as boundaries – to promote engagement across districts with central city issues and economic opportunities and distribute significant assets and institutions among multiple districts. Neighborhoods in lower southeast share a district with demographically and socioeconomically similar communities on the west side of the river and are connected by the Sellwood and Ross Island bridges.



The Cedar map was built to prioritize transit corridors. Most Portlanders intuitively know these corridors. By using NE Sandy Boulevard, SE 12th Avenue, 82nd Avenue, and MAX lines as boundaries, this map prioritized the role of accessible transit in bringing communities together. The Central Eastside Industrial Council District and the Brooklyn and Sellwood neighborhoods are in the west district because they share eight bridge connections across the river to the west and bus and MAX corridors to the east.



The Maple map was built to keep much of the central city together while preserving historic Albina and adding several inner eastside neighborhoods. The central city includes the City's most densely populated and urbanized neighborhoods, where residential and commercial uses are tightly interwoven. Eastside neighborhoods with high percentages of renters (Buckman, Kerns, and part of Hosford-Abernethy) share a district with westside renter-heavy neighborhoods (Goose Hollow, Old Town, University, South Waterfront) as well as other westside neighborhoods.



11. Public Hearings

On June 1, 2023, the Commission released its three draft maps for community input. The public comment period opened on June 1, 2023, and closed on July 22, 2023. During this time, the Commission held nine public hearings and received 816 public comments through the Commission’s public comment form, the 3-1-1 phone line that recorded verbal comments submitted in any language, emails, and verbal and written testimony submitted at the hearings. The goals of the public hearings were to empower community members to inform the drawing of district boundaries and to provide a transparent opportunity to understand the Commission’s process and rationale.

To notify residents of the engagement opportunities, every Portland home received a mailer outlining the three draft maps and the upcoming public hearings. The Commission put digital and print advertisements in *Willamette Week*, *Portland Mercury*, *Portland Tribune*, *El Latino Hoy*, *Portland Observer*, *Asian Reporter*, *Skanner*, *SE Examiner*, *StarNews*, and *BikePortland*. The Commission also sent targeted email outreach to encourage community members to get involved as well as press releases and media advisories.

The Commission was required to hold two in-person hearings in each of the proposed districts. In addition, one citywide virtual hearing was held. Community members could come to any of the public hearings to learn and share input. Each of these hearings began with an educational presentation by the Commission, followed by public testimony, and closing with questions if time permitted. Materials created for the public hearings include fact sheets, reports, flyers, blank maps, district maps, and copies of the educational presentation. Multilingual materials were available online and in print at every hearing. All print materials were made available in Somali, Spanish, Russian, Vietnamese, simplified Chinese, traditional Chinese, and English. Finally, every hearing provided American sign language and Spanish interpretations.

Public Hearing Schedule

- **July 5, 6–8 p.m.** at East Portland Community Center
- **July 6, 6–8 p.m.** at Taborspace
- **July 8, 12–2 p.m.** at APANO
- **July 9, 1–3 p.m.** at SW Community Center
- **July 12, 6–8 p.m.** at Portland Building
- **July 13, 6–8 p.m.** at Self Enhancement Inc.
- **July 14, 12–2 p.m.** hosted virtually via Zoom
- **July 15, 12–2 p.m.** at Charles Jordan Community Center
- **July 16, 1–3 p.m.** at Youth PDX

11.1 Summary of Public Comment Report

The City drafted a report synthesizing the 816 public comments received from June 1 to July 22. This report was presented to the Commissioners and used to inform their decision-making.

- **1.2%** of commenters supported one specific map.
- **54.4%** of commenters shared datasets and priorities to inform the district boundaries.
- **38.8%** of commenters shared a desire to keep their neighborhood intact.
- **14.4%** of comments were logistics questions or were no longer applicable to the districting process.
- **16.9%** of commenters proposed alternative district boundaries.
- **11.7%** of commenters did not support any of the draft maps.
- **4.1%** of commenters made a suggestion to an existing map.

Maintaining neighborhood boundaries was the top priority communicated through public comments.

Other comments emphasized the importance of balancing affluent and lower-income areas to ensure fair representation and avoid concentration of wealth and privilege. Many commenters expressed a desire for renters to have representation in the new districts, with differing opinions on how the concentration of renters in districts would best achieve that representation.

There was some debate on whether using transportation corridors, such as Sandy Boulevard, should divide districts as recognizable boundary lines or be used within districts to promote cohesive development. Commenters appreciated that the Commission respected the natural boundary of the Willamette River separating the east and west sides of the City. They believed that this division aligned with the City’s geography and history.

Many comments reflected a desire that the districting process unite the City and encourage collaboration among City Councilors. Other comments urged the Commission to adopt a final district plan rather than allow the City Council to adopt a plan (as the Charter requires if the Commission votes but is unable to secure nine affirmative votes in favor of the plan).

12. Final Map

12.1 Process and Description

Upon reconvening after public hearings concluded in July, the Commission eliminated the Cedar map because it lacked public support. The Commission then held lengthy discussions regarding the Alder and Maple maps, and a working group met to revise the Alder and Maple maps based on public input.

At its next meeting, the Commission eliminated the Maple map and discussed changes to the Alder map based on community input. Despite feedback to include only areas west of the Willamette River in the west district, the Commission determined that the west district required inclusion of communities east of the Willamette River to meet the equal population criterion. The Commission made minor changes to the Alder map to ensure the district boundaries consistently included census blocks along both sides of highways where practicable, and moved the Catkin Marsh Natural Area to the district that would become District 3.



Independent District Commission Public Hearing at the City of Portland.

12.2 Final Map Adjustments

On August 21, 2023, the Commission unanimously voted to adopt a revised version of the Alder map.

The revised Alder map divides the central city and associated investment opportunities among three districts, encouraging collaboration between City Councilors. This approach emerged as a strong preference during community input to promote the fair distribution of resources.

The revised Alder map also includes the Sellwood-Moreland and Eastmoreland communities in the district west of the river to balance populations among the four districts.

Finally, the revised Alder map distributes renters and homeowners in the west and SE districts where renter populations are 54 percent and 47 percent, respectively.

12.3 District Numbering

When advancing Measure 26-228 to Portland voters, the Charter Commission informally recommended that – if voters amended the City Charter – the two districts with historically lower voter turnout should elect City Councilors at the same time as Presidential elections when voter turnout is typically high. Linking lower-voting districts to Presidential elections will hopefully boost voter turnout in those districts.

Accordingly, the Commission numbered the two districts with historically lower voter turnout as Districts 1 and 2 and the two districts with historically higher voter turnout as Districts 3 and 4. Candidates for all four districts will participate in the 2024 election, with City Councilors elected from Districts 1 and 2 serving a full four-year term and City Councilors elected from Districts 3 and 4 serving a two-year term. In 2026, City Councilors for Districts 3 and 4 will be elected for a full four-year term.

13. Lessons Learned

The Commission has insights and recommendations it wants to preserve for future Independent District Commissions. These reflections underscore the significant role of inclusive engagement, transparency, collaboration, and education.

The Commissioners attribute their success to unity of vision, external facilitation, and collaboration with technical consultants. Intentionally considering public input at each phase of the decision-making process was essential. The Commission had the most success in engaging historically underrepresented voices by partnering with community-based organizations to host education events and briefings. Commissioners also utilized their personal community connections to gather feedback from communities of common interest.

The amended City Charter requires eight public hearings (two in each proposed district) after draft maps are posted and before the final map is adopted. The Commission held nine hearings (two in each proposed district and one additional virtual hearing). Community feedback suggests that the number of hearings was not enough, and that ideally, each hearing should have a hybrid component where residents may attend virtually. A hybrid component was not possible at every hearing venue, and holding hearings in the summer may also have impacted attendance. Finally, although numerous ways for the public to submit comments existed, and many residents did submit comments, verbal feedback indicated that more time for community input on the draft maps would have been preferable.

While all Commissioners acknowledged the successful process and outcome, many noted the need to improve engagement with historically marginalized communities. The Commission therefore recommends a longer timeline for redistricting and allocating resources to community-based organizations to host the public hearings and engagement events. Where possible, encourage proactive engagement from every neighborhood association. Additionally, public hearings can be more accessible by providing childcare, stipends, food, and other resources that decrease barriers to attendance. These intentional efforts to mitigate barriers empower communities of interest to express their unique priorities. Future redistricting processes need this qualitative data alongside the quantitative data to have a more complete and detailed understanding of the City.

By integrating these insights and acting on the Commission’s recommendations, future Independent District Commissions can aspire to be more representative, comprehensive, and collaborative, thereby promoting an equitable and inclusive democratic process for all Portlanders.



References

East Portland Action Plan, EPAP City Budget Mapping 2021, May 2021, <https://eastportlandactionplan.org/sites/default/files/EPAP%20City%20Budget%20Mapping%202021.pdf>



Appendix A

District Commissioners

APPENDIX A District Commissioners

Commissioners were appointed on January 25, 2023 and began to meet in February 2023.

The District Commission was composed on voting members, alternate members, and reserve alternate members. Alternate members were expected actively participate as much as possible, keep abreast of conversations, and be ready to jump in as a full voting member in case of a resignation. Reserve alternate members were kept up to date on the Commissions work and process.

Early in the Independent Districting Commission’s process the Commission established a Community Engagement Subcommittee to co-create community education and engagement strategies for the full Commission that promoted transparency and public trust in the districting process and meaningfully engaged Portland's diverse communities. The subcommittee met throughout the districting process to plan and evaluate engagement strategies for the District Commission

Commissioners’ terms ended on August 21, 2023. Below is a list of people who served on the Commission that includes their service as chairs.

[Amanda Manjarrez](#)

- Voting member

[Arlene Kimura](#)

- Voting member
- Community Engagement Subcommittee member

[David Michael Siegel](#)

- Voting member

[DaWayne Judd](#)

- Voting member
- Community Engagement Subcommittee member
- Co-Chair July 1 – August 21, 2023

[Edie Van Ness](#)

- Voting member
- Resigned on April 17th, 2023

[Joshua Laurente](#)

- Voting member
- Community Engagement Subcommittee member
- Co-Chair July 1 – August 21, 2023

[Kari Chisholm](#)

- Voting member

[Lamar Wise](#)

- Voting member

[Melody Valdini](#)

- Voting member

[Neisha Saxena](#)

- Voting member
- Co-chair March 1 – April 30, 2023

[Paul Lumley](#)

- Voting member
- Community Engagement Subcommittee member
- Co-chair May 1 - June 30, 2023.

[Sharon VanSickle-Robbins](#)

- Voting member
- Co-chair March 1 – April 30, 202

[Steve Fleischman](#)

- Voting member

[Sohrab Vossoughi](#)

- Alternate member

[Ransom Green III](#)

- Alternate member
- Promoted to voting member on April 17th, 2023

[Marta Hanson](#)

- Alternate member
- Community Engagement Subcommittee
- Co-chair May 1 - June 30, 2023

[Weston Koyama](#)

- Alternate Reserve Member

[Sarah Thompson](#)

- Alternate Reserve Member

[Brian Wilson](#)

- Alternate Reserve Member

Staff

The Independent District Commission was housed in the Office of Management & Finance, in the Charter Transition Team. The following City of Portland Employees were dedicated staff to the District Commission:

- Sofia Alvarez-Castro, Independent District Commission Project Manager
- Katie Gavares, Portland State University Oregon Summer Fellows

An aerial photograph of a city street, likely in Portland, Oregon. A blue and white tram is visible on the street in the foreground. The street is lined with trees, some of which have yellow autumn foliage. In the background, there are several tall buildings, including a prominent dark glass skyscraper. The sky is blue with some clouds.

Appendix B

District Commssion Values





Independent District Commission

VALUES

Overview

The values below are based on those developed by the City of Portland through extensive community engagement over two years, and subsequently adopted by City Council in 2020. The City of Portland's most recent Charter Commission highlighted and elevated those that were most important to them.

Subsequently, this body of Independent District Commissioners elevated and expanded upon the values that feel most important to them as they undertake the work of establishing geographic districts for Council elections. Where some of these value statements are framed for the City of Portland and the Charter Commission, the Independent District Commission may put them in practice in ways specific to and relevant to their work in line with the districting process.

With the Community Engagement Framework, the Commission will use these values to develop their Community Engagement Workplan and Commission Working Agreements, which will inform their work throughout the districting process.

The Independent District Commission is committed to looking at ways that values can be put into action through the districting process.

Anti-Racism

- The City of Portland is committed to being an anti-racist institution.
- Addressing issues concerning anti-Blackness and other historically discriminated groups will be a priority for the workforce and city.
- Addressing anti-racism must be done with an intersectional lens to account for the complexity of systemic oppression
- Actions to dismantle institutional and systemic racism will be the responsibility of every employee and resident.
- Racism, discrimination, and bias will not be tolerated within the workplace or our communities.
- Oppression, violence, and hate speech towards people of color is condemned by the City of Portland.
- The City should be held accountable for this commitment to anti-racism.

Equity

- Solidarity and the preservation of diverse communities and their cultures enhances the livability and vibrancy of our beautiful city.
- Equity, access, and the removal of institutional and systemic barriers to resources and opportunities is essential in diversifying our workforce and the public good.
- The intersectional identities and lived experiences of our workforce and over 650,000 residents are valued.
- We acknowledge Oregon's history of exclusion and are dedicated to rebuilding trust.
- through reconciliation and restorative justice.

- We are committed to hearing from communities around Portland, and creating space for geographic distribution of voices.
- Our vision to lead people, cultivate change, and develop a culture of innovation, inclusion, and inspiration will strengthen our city and communities.
- Sense of belonging, support, and safety are vital for a diverse, equitable, and inclusive city and workforce.

Accountability

- The Office of Equity and Human Rights was established in 2011 and is charged with setting the foundation and accountability mechanisms for the City's equity work. In line with guidance from the Office of Equity and Human Rights, the Commission should establish meaningful mechanisms to help hold itself accountable to its values.
- Accountability is required to establish and maintain trust.
- The Independent District Commission is accountable to the City of Portland, the citizens of Portland and to one another.

Transparency

- Transparency is essential to upholding the principles of democracy.
- Reimagining political processes occurs through accountability, and transparency is a critical part of public accountability.
- Portland, OR being the first city in the United States to adopt an Open Data policy leads the nation in developing a culture of information sharing.
- Trust is established and maintained through integrity and inclusion.

Communication

- Communication serves as a catalyst for transformative change.
- Knowledge sharing will impact our workplace and communities.
- As critical as it is to share knowledge with communities, listening to communities is equally important, and providing opportunities for community to speak to decision-makers.
- The art of storytelling and narratives can promote a culture of inclusion.
- The power of our collective voice will unify our city.

Collaboration

- Our belief that we are Better Together promotes collaboration and the co-creation of knowledge.
- The nexus of politics and public service will connect our workforce and communities.
- Civic engagement and collective action will empower our employees and residents.
- Institutional knowledge and awareness is gained through inclusive outreach and public engagement.
- Communities should be able to evaluate this engagement to build accountability to this value.
- All behaviors, actions, decisions, and systems shall reflect a culture of accountability and commitment to the City's core values.

Fiscal Responsibility

- Community values, addressing inequities, and transparent budgetary decisions are essential to developing trust.
- Communities should be involved in decision-making around budgeting and priorities for the City.

- Fiscal resiliency, climate action, equity, and the needs of our most vulnerable populations will be the focus of every budget decision.
- The City of Portland is dedicated to being fiscally accountable to the public.
- Rethinking budget processes will ensure the economic sustainability of our city.

Appendix C

Log of Commissioner Engagements



APPENDIX C - Log of Commissioner Engagements

The Independent District Commission was committed to tracking engagement and outreach with stakeholders. Below is a list of engagements Commissioners and/or staff logged. Note: this list is not an exhaustive list of all District Commission engagements or public meetings.

| Date | Name | Stakeholder(s) engaged in conversation, meetings, or briefing. |
|------------|--|---|
| 04/07/2023 | Steve Fleischman | Matt Chapman, co-chair Metro tri-county Supportive Housing Services body, board member Children's Institute, and former CEO of NWEA |
| 04/08/2023 | Steve Fleischman | Jenny Lee, Coalition of Communities of Color |
| 04/22/2023 | Arlene Kimura | Two private individuals |
| 04/22/2023 | DaWayne Judd | Former IDC Commissioner Edie Van Ness |
| 04/24/2023 | Kari Chisholm | Moses Ross, chair of the Multnomah Neighborhood Association |
| 04/27/2023 | Sharon VanSickle-Robbins Sofia Alvarez-Castro | More Equitable Democracy |
| 04/28/2023 | Paul Lumley | Duncan Hwang, APANO |
| 04/28/2023 | Sofia Alvarez-Castro | Portland United for Change and Coalition of Communities of Color |
| 05/01/2023 | Paul Lumley | Latino Network |
| 05/01/2023 | Paul Lumley | NAYA |
| 05/01/2023 | Paul Lumley | Duncan Hwang, APANO |
| 05/01/2023 | DaWayne Judd | Justice Rajee, Reimagine Oregon Project |
| 05/01/2023 | DaWayne Judd | Stephen Green, Business for A Better Portland |
| 05/01/2023 | DaWayne Judd | D’Artagnan Caliman, 1803 Fund |
| 05/01/2023 | DaWayne Judd | Stacey Triplet, AARP |
| 05/01/2023 | DaWayne Judd | Dwayne Johnson, Oregon Innovation Foundation |
| 05/01/2023 | DaWayne Judd | Himalaya Rao-Potlapally, The Black Founder Management (BFM) Fund |
| 05/01/2023 | DaWayne Judd | Marcus Mundy & Jenny Lee, Coalitions of Communities of Color |
| 05/01/2023 | DaWayne Judd | Jesse Beason, Northwest Health Foundation |
| 05/01/2023 | DaWayne Judd | Black Business Association of Oregon |
| 05/02/2023 | Neisha Saxena | JR Lilly, Multnomah County Office of Community Involvement |
| 05/03/2023 | Sofia Alvarez-Castro | City of Portland Equity Managers |
| 5/5/2023 | Sofia Alvarez-Castro | League of Women Voters of Portland, Redistricting Subcommittee |
| 05/05/2023 | Sharon VanSickle-Robbins | Rukaiyah Adams, Albina Vision Trust and 1809 Fund |
| 05/08/2023 | Paul Lumley | Portland Indian Leaders Roundtable |

| | | |
|------------|---|--|
| 05/08/2023 | Steve Fleischman | David Porter, Leach Gardens and of Pioneer Courthouse Square (former) |
| 05/08/2023 | Josh Laurente | Next Up Board of Directors |
| 05/12/2023 | Arlene Kimura | Josee Kangabe, East Portland Action Plan |
| 05/5/2023 | Sofia Alvarez-Castro | League of Women Voters of Portland, Redistricting Subcommittee |
| 05/15/2023 | Marta Hanson | Samantha Gladu, Portland United for Change |
| 05/15/2023 | Paul Lumley | Sokho Eath, Djimet Dogo and Lee Po Cha, IRCO |
| 05/15/2023 | Paul Lumley | Marcus Mundy, Coalition of Communities of Color |
| 05/15/2023 | Paul Lumley | Jennifer Parrish, Urban League |
| 05/15/2023 | Arlene Kimura | Hazelwood Neighborhood General Meeting |
| 05/16/2023 | Neisha Saxena | Jenny Lee, Coalition of Communities of Color |
| 05/16/2023 | Arlene Kimura | Parkrose Neighborhood Association Meeting |
| 05/17/2023 | Kari Chisholm | Duncan Hwang, Metro Councilor and APANO. |
| 5/19/2023 | Marta Hanson, Melody Valdin, Sharon VanSickle-Robbins | NorthStar Civic Foundation districting event on asset packing |
| 05/23/2023 | Arlene Kimura | Powellhurst-Gilbert Neighborhood Association |
| 05/24/2023 | Paul Lumley | Tony Hopson, SEI, and Tony DeFalco, Latino Network |
| 05/24/2023 | Arlene Kimura | East Portland Action Plan |
| 05/30/2023 | Arlene Kimura | Cultivate Initiatives, Verde, AYCO (African Youth & Community Organization), APANO, Division Midway Alliance, Multnomah County, Rose CDC, Our Just Future CDC, Mill Park Neighborhood Association. |
| 06/2/2023 | Sharon VanSickle-Robbins | Rukaiyah Adams, Albina Vision |
| 06/03/2023 | Neisha Saxena | IRCO event with Representative Thuy Tran and Kyl Myers from the Oregon Advocacy Commission |
| 06/06/2023 | Neisha Saxena | Trell Anderson, NW Housing Alternatives |
| 06/12/2023 | Josh Laurente | OPAL Environmental Justice Staff Meeting |
| 06/13/2023 | Sharon VanSickle-Robbins | Tony Hopson, Self Enhancement Inc. |
| 06/13/2023 | Steve Fleischman | Stephen Green, Business for A Better Portland (BBPDX) |
| 06/13/2023 | Josh Laurente | Roseway Neighborhood Association |
| 06/13/2023 | Neisha Saxena | Kim McCarty, Community Alliance of Tenants |
| 06/7/2023 | Sofia Alvarez-Castro | NEXT UP Districting Conversations on Facebook Live |
| 06/14/2023 | | Districting 101 Workshop event hosted by the Coalition of Communities of Color, Unite Oregon, APANO, Urban League, and IRCO |

| | | |
|------------|---|--|
| 06/21/2023 | Sharon VanSickle-Robbins | Tamra Hickok, Self Enhancement Inc. |
| 06/26/2023 | Josh Laurente | Roseway Neighborhood Association |
| 06/28/2023 | Sharon VanSickle-Robbins | Sam Adams |
| 07/4/2023 | Steve Fleischman | Music Portland |
| 07/6/2023 | Steve Fleischman | Music Portland |
| 07/07/2023 | Sharon VanSickle-Robbins | Mariebella Retirement Community Event |
| 07/11/2023 | David Siegel | League of Women Voters of Portland, Redistricting Subcommittee |
| 07/12/2023 | Arlene Kimura, Marta Hanson | City of Portland Equity Managers |
| 07/17/2023 | Marta Hanson | Sullivan's Gulch Neighborhood Association |
| 07/18/2023 | Marta Hanson, Josh Laurente | Multnomah Youth Association |
| 07/18/2023 | Sharon, Melody, DaWayne, Hanson | Eastmoreland Neighborhood Association |
| 07/18/2023 | Steve Fleischman | Street Root |
| 07/19/2023 | Sharon VanSickle-Robbins, Melody Valdini | Sellwood Neighborhood Association |
| 07/20/2023 | Marta Hanson, Josh Laurente, Steve Fleischman, Sofia Alvarez-Castro | Bureau of Planning & Sustainability Planning Group Meeting |
| 07/21/2023 | DaWayne & Steve | Business for A Better Portland (BBPDX) |
| 07/24/2023 | Josh Laurente | Buckman Neighborhood Association Meeting |
| 07/31/2023 | Sofia Alvarez-Castro | Civic Life, Public Information Officer |
| 08/14/2023 | DaWayne Judd | St. Johns Neighborhood Association |
| 08/14/2023 | Arlene Kimura, David Siegel | Coalition of Communities of Color event |



Appendix D

Summary of Data



APPENDIX D Summary of Data

| Data Presented to Commission | Source |
|--|--|
| Location of Hospitals | Metro Regional Land Information System |
| Location of Community Centers | Metro Regional Land Information System |
| Location of Fire Stations | Metro Regional Land Information System |
| Location of Libraries | Metro Regional Land Information System |
| Public School District Boundaries | Metro Regional Land Information System |
| Private Schools | Metro Regional Land Information System |
| School Locations | Metro Regional Land Information System |
| School Sites (Footprints) | Metro Regional Land Information System |
| Highways | Metro Regional Land Information System |
| Streets —Arterials | Metro Regional Land Information System |
| Streets | Metro Regional Land Information System |
| Streetcar Lines and Tram | Metro Regional Land Information System |
| Bus Lines | Metro Regional Land Information System |
| MAX Lines | Metro Regional Land Information System |
| Metro Council Districts | Metro Regional Land Information System |
| Neighborhood Organizations | Metro Regional Land Information System |
| Voter Precincts | Metro Regional Land Information System |
| Major Rivers and Waterbodies | Metro Regional Land Information System |
| Multnomah County 2020 Commissioner Districts | Multnomah County |
| Elementary School Attendance Areas (2022–2023) | City of Portland - PortlandMaps Open Data |
| Middle School Attendance Areas (2022–2023) | City of Portland - PortlandMaps Open Data |
| High School Attendance Areas (2022–2023) | City of Portland - PortlandMaps Open Data |
| Portland Police Facilities | City of Portland - PortlandMaps Open Data |
| Portland Parks | City of Portland - PortlandMaps Open Data |
| Sidewalks | City of Portland - PortlandMaps Open Data |
| Central City Plan Districts | City of Portland - Planning and Sustainability (BPS) |
| Business Districts | City of Portland - PortlandMaps Open Data |
| Neighborhood Boundaries | City of Portland - PortlandMaps Open Data |
| Neighborhoods (regions) | City of Portland - PortlandMaps Open Data |
| School Attendance Areas | City of Portland - PortlandMaps Open Data |
| Development Opportunity Areas | City of Portland - PortlandMaps Open Data |
| PBOT Equity Index | City of Portland - PortlandMaps Open Data |
| Opportunity Mapping | City of Portland - Housing Bureau |
| Voter Turnout—Oregon Secretary of State Voting History - 11/8/2022 | Oregon Secretary of State |
| Voter Turnout—Oregon Secretary of State Voting History - 11/3/2020 | Oregon Secretary of State |
| Oregon Senate (SB 882) | Oregon Secretary of State |
| Oregon House (SB 882) | Oregon Secretary of State |
| U.S. Congress (SB 881A) | Oregon Secretary of State |
| Early Learning Providers (2020) | Oregon Department of Education |

| | |
|--|---------------------------------------|
| Multnomah Education Service District Director Districts (2020) | Multnomah Education Service Districts |
| Redline Areas by Grade | Mapping Inequality Project |
| 2020 Census Block Enumerations | U.S. Census Bureau |
| 2020 Census Block Enumerations—Total Population Density | U.S. Census Bureau |
| 2020 Census Block Enumerations—Total Population by Race/Ethnicity | U.S. Census Bureau |
| 2020 Census Block Enumerations—Housing Density | U.S. Census Bureau |
| Median Household Income by Tract—2017–2021 American Community Survey | U.S. Census Bureau |
| Median Household Income by Tract Compare to City—2017—2021 American Community Survey | U.S. Census Bureau |
| Population Below Poverty Level by Tract—2017—2021 American Community Survey | U.S. Census Bureau |
| Owner/Renter Occupied Housing by Block Group—2017—2021 American Community Survey | U.S. Census Bureau |
| Households that are Housing Cost Burdened based on Housing Costs as Percentage of Household Income in the Past 12 Months by Tract—2017–2021 American Community Survey | U.S. Census Bureau |
| Renter-occupied Households that are Cost Burdened based on Housing Costs as Percentage of Household Income in the Past 12 Months by Tract —2017–2021 American Community Survey | U.S. Census Bureau |
| Owner-occupied that are Cost Burdened based on Housing Costs as Percentage of Household Income in the Past 12 Months by Tract —2017—2021 American Community Survey | U.S. Census Bureau |
| Low Income based on Ratio of Income to Poverty Level by Block Group Percentile—2017–2021 American Community Survey | U.S. Census Bureau |
| Low Income based on Ratio of Income to Poverty Level by Block Group —2017–2021 American Community Survey | U.S. Census Bureau |

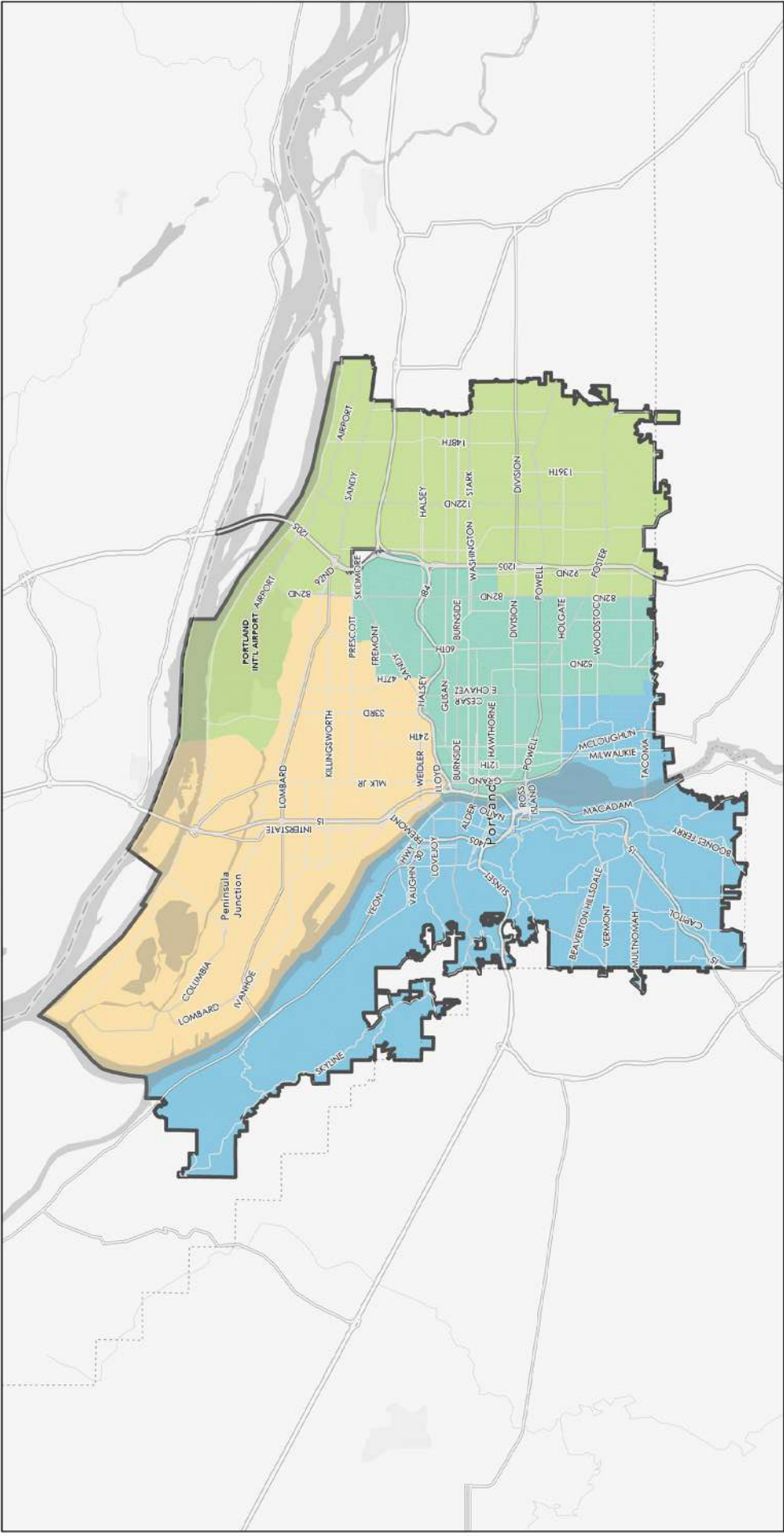
An aerial photograph of a city street, likely in Portland, Oregon. The street runs vertically through the center of the image, with a tram visible in the lower right. The street is lined with trees, some of which have yellow and orange autumn foliage. Various buildings are visible, including a prominent tall, dark skyscraper in the background. The sky is blue with scattered white clouds. The text "Appendix E" and "Draft District Plan" is overlaid in white on the right side of the image.

Appendix E

Draft District Plan



Portland IDC Draft Map – Alder



City of Portland

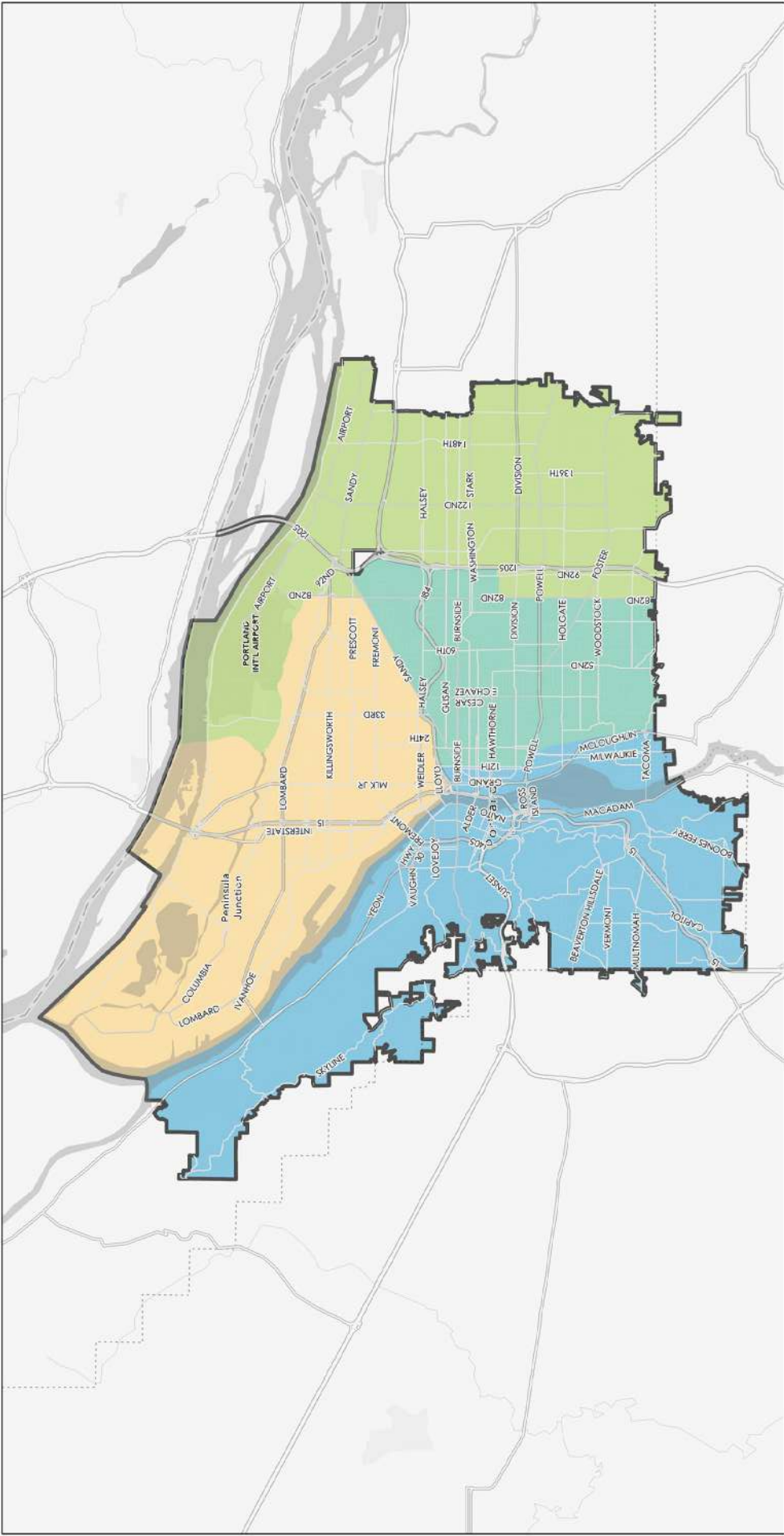
Draft Map - Alder

- A
- B
- C
- D



Sources: Portland Independent District Commission (IDC) and Metro Regional Land Information System (RLIS).

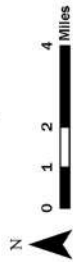
Portland IDC Draft Map – Cedar



City of Portland

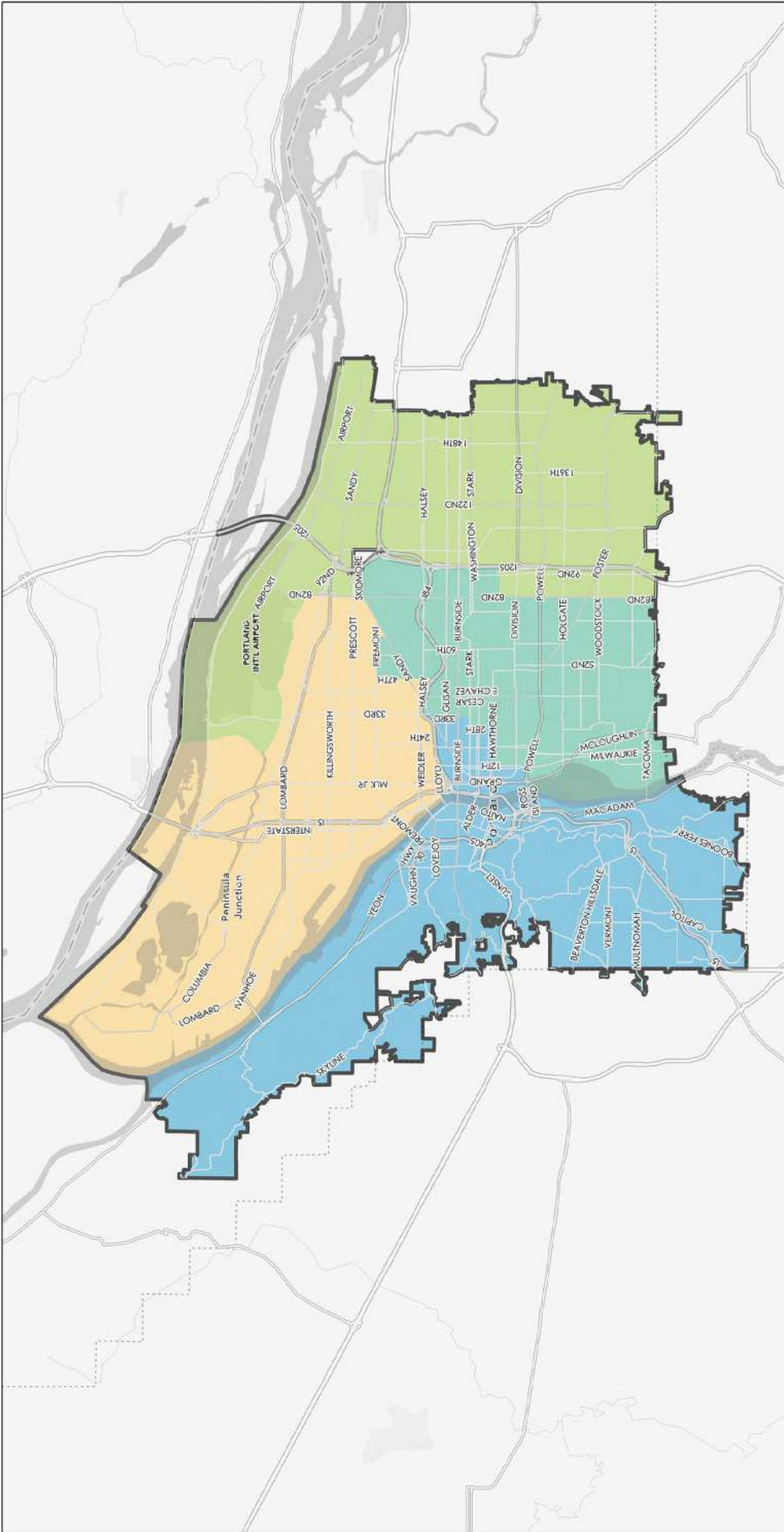
Draft Map - Cedar

- A
- B
- C
- D



Sources: Portland Independent District Commission (IDC) and Metro Regional Land Information System (RLIS).

Portland IDC Draft Map – Maple



APPENDIX F District Commission Meetings

The Independent District Commission held 34 public meetings, engagements, and hearings during the districting process. The District Commission hosted hybrid meeting, meetings were hosted virtually via Zoom Webinars and in-person at the Portland Building. All the meetings were open to the public to view, recorded and posted on the Independent District Commission website along with meeting materials. Closed-captioning, American Sign Language and Spanish interpretation were provided.

| | |
|-----------|--|
| 8/16/2023 | Independent District Commission work-session |
| 8/21/2023 | Independent District Commission work-session |

| Date | Meeting |
|-----------|--|
| 1/25/2023 | Council Appointment |
| 2/15/2023 | Independent District Commission work-session |
| 2/27/2023 | Independent District Commission Community Engagement Workgroup |
| 3/1/2023 | Independent District Commission work-session |
| 3/13/2023 | Independent District Commission meeting with public testimony |
| 3/22/2023 | Independent District Commission Public Hearing |
| 3/28/2023 | Independent District Commission Community Engagement Workgroup |
| 4/10/2023 | Independent District Commission work-session |
| 4/19/2023 | Independent District Commission meeting with public testimony |
| 4/26/2023 | Independent District Commission Community Engagement Workgroup |
| 5/3/2023 | Independent District Commission meeting with public testimony |
| 5/5/2023 | District R Training |
| 5/10/2023 | District R Training |
| 5/12/2023 | District R Training |
| 5/15/2023 | Community Listening Session |
| 5/16/2023 | District R Training |
| 5/17/2023 | Independent District Commission meeting with public testimony |
| 5/19/2023 | District R Training |
| 5/22/2023 | District R Training |
| 5/26/2023 | District R Training |
| 5/31/2023 | Independent District Commission work-session |
| 6/13/2023 | Independent District Commission Community Engagement Workgroup |
| 7/5/2023 | Independent District Commission Public Hearing |
| 7/8/2023 | Independent District Commission Public Hearing |
| 7/9/2023 | Independent District Commission Public Hearing |
| 7/12/2023 | Independent District Commission Public Hearing |
| 7/13/2023 | Independent District Commission Public Hearing |
| 7/14/2023 | Independent District Commission Public Hearing |
| 7/15/2023 | Independent District Commission Public Hearing |
| 7/16/2023 | Independent District Commission Public Hearing |
| 8/2/2023 | Independent District Commission work-session |
| 8/9/2023 | Independent District Commission work-session |

An aerial photograph of a city street, likely in Portland, Oregon, showing a mix of urban architecture, trees, and a transit line. The image is overlaid with a semi-transparent blue filter. The text 'Appendix G' is prominently displayed in white, bold font, with 'Record of All District Commission Votes' in a smaller white font below it.

Appendix G

Record of All District Commission Votes



APPENDIX G Record of All District Commission Votes

Below outlines all the formal motions taken by the Independent District Commission on the process or plan adoption.

| MEETING | MOTION | RESULT |
|----------|---|--|
| March 1 | The Independent District Commission approves Commissioners Van Sickle-Robbins and Saxena as co-chairs for March 1 through April 30, 2023. | Motion Chisholm. Second Manjarrez. Motion Passed. |
| March 1 | The Independent District Commission adopts the Bylaws documents. | Motion Manjarrez. Second Lumley. Motion Passed. |
| March 1 | The Independent District Commission adopts the Working Agreements with amendments discussed live. | Consensus to adopt. |
| March 1 | The Independent District Commission adopts the Values Statement with amendments discussed live. | Motion Lumley. Second Chisholm. Motion Passed. |
| March 13 | The Independent District Commission adopts the Community Engagement Framework with addition of “young Portlanders” and “transient-reliant communities” to bullet #3. | Motion Siegel. Second Chisholm. Motion Passed. |
| March 13 | The Independent District Commission will solicit community input on “Should we be more explicit about the equitable distribution of public goods and services in the criteria?” | Motion Manjarrez. Second Fleishman. Roll call vote; 7 yes, 5 no. Motion carried. |
| April 10 | The Independent District Commission will use the existing criteria and not add additional criteria. | Motion Siegel, Second Van Ness. Motion Passed. |
| April 19 | The Independent District Commission approves Commissioners Lumley and Hanson as co-chairs for May 1 – June 30, 2023. | Motion Wise, Second Chisholm. Motion Passed. |
| April 19 | The Independent District Commission requested that any community member submitting a map(s) also submit public testimony explaining how or why they developed the map. | Motion Valdini, Second Siegel. Motion Passed. |
| April 19 | The Independent District Commission requested community members answer the community engagement committee's questions to help the Commission define neighborhoods and communities of common interest. | Motion Valdini, Second Saxena. Motion Passed. |
| April 19 | The Independent District Commission will reserve time during the next meeting (or two) for commissioners to share their map(s) and what they were trying to accomplish with the map(s). | Motion Chisholm, Second Siegel. Motion Passed. |
| May 3 | The Independent District Commission will focus on consideration maps that meet the Commission’s criteria, have two to three districts along the Southern border, and have a central district. | Motion Lumley, Second Saxena. Motion passed. |
| May 17 | For the current draft map considerations, the Independent District Commission will no longer focus maps that separate a West District, which is west of the Willamette River. | Motion Lumley, Second Saxena. Motion Passed. |
| May 17 | For the current draft map considerations, the Independent District Commission will no longer focus on maps that separate the areas east of 205 into more than one district. | Motion Lumley, Second Saxena. Motion Passed. |
| May 17 | For the current draft map considerations, the Independent District Commission will no longer focus on maps that have a central district. | Motion Lumley, Second Siegel. Motion Withdrawn. |
| May 17 | For the current draft map considerations, the Independent District Commission will no longer focus maps that include St. Johns into a West District, west of Willamette River. | Motion Lumley, Second Green. Roll call vote; 10 yes, 2 no. Motion Passed. |
| May 17 | For the current draft map considerations, the Independent District Commission will continue to consider map options that include St. Johns into a West District, west of Willamette River. | Motion Manjarrez. Motion Withdrawn. |
| May 31 | The Independent District Commission approves the appointments of Commissioners Judd and Laurente as co-chairs for a term of July 1 to August 31, 2023. | Co-chair Lumley nominated Comm. Laurente. Co-chair Hanson nominated Comm. |

| | | |
|-----------|--|--|
| | | Judd. Using modified consensus, the Motion Passed. |
| May 31 | The Independent District Commission will move forward all three current sample maps (maps 9c, 10c, and 11c) for consideration at the public hearings. | Motion Siegel, Second Lumley. Roll call vote; 8 yes, 5 no. Motion Passed. |
| August 2 | The Independent District Commission will suspend the use of the Cedar Map as an active map for consideration. | Motion Laurente, Second Manjarrez. Motion Passed. |
| August 9 | The Independent District Commission will suspend the use of the Maple Map as an active map and use the Alder Map, version 4, as the base map for future considerations. | Motion Chisholm, Second Saxena. Motion Passed. |
| August 9 | The Independent District Commission changed the boundary of the southeast (teal) district in the Alder Map, version 4, from Mill St down to Division St. | Motion Chisholm, Second VanSickle-Robbins. Motion Passed. |
| August 9 | The Independent District Commission will take its first vote on the Alder Map, version 4, at the following meeting, on August 16. | Motion Chisholm, Second Manjarrez. Motion Passed. |
| August 16 | The Independent District will shift two census blocks containing the Catkin Marsh Natural Area from the East district to the North district to respect Sunderland Neighborhood Association boundary. | Chisholm motion. Second Manjarrez. Motion Passes. |
| August 16 | The Independent District Commission accepts these changes to the district border along I-84 as they have been shown to us in real time. | Chisholm motion. Second Saxena. Motion Passes. |
| August 16 | The Independent District Commission adopts the Alder Map amended live which is version 4 on Districtr as #192983 and direct staff to prepare a legal description conforming to the map for the IDC vote on the complete Districting Plan on August 21st, 2023. | Motion VanSickle-Robbins, Second Wise. Motion Passed. |
| August 16 | The Independent District Commission numbers the districts as follows, reflected on Alder Map version #192983, the eastern most district (lime green) would be labeled number 1, the northernmost district (yellow/tan) would be labeled as district 2, the southernmost district (teal) would be labeled as 3, the most western district (blue) would be labeled as 4. | Motion Saxena, Second Laurente. Motion Passed. |
| August 21 | The Independent District Commission adopts the district plan recognizing that the legal description is a technical document and should conform to the map included in the district plan itself. Therefore, the adoption of the plan this evening allows for technical corrections should they be identified in the future. | Motion Wise, Second Chisholm. Roll call vote; 13 yes, 0 no. Motion Passed. |

An aerial photograph of a city street, likely in Portland, Oregon. The street runs vertically through the center of the image, with a tram visible in the lower right. The street is lined with trees, some of which have yellow and orange autumn foliage. Various buildings are visible, including a prominent tall, dark skyscraper in the background. The sky is blue with scattered white clouds. The text 'Appendix H' and 'Map Considerations' is overlaid in white on the right side of the image.

Appendix H

Map Considerations



APPENDIX H Map Considerations

Below outlines consistent mapping decisions and revisions made to the district map that were not captures in formal motions.

| Meeting | Area being changed | Edits to area being changed | Rationale |
|-----------|---|--|--|
| May 17 | Historic Albina remains in North/ Northeast District | Not considering maps that split the historic Albina district from the N/NE district. | Preserving the historic Albina district boundaries as a community of common interest. |
| May 17 | Jade District | Split the Jade district along the boundaries following 82nd Avenue. | More accurate representation of the Jade District residents based on input from community and organizations. |
| August 8 | Sunderland neighborhood west of NE 33rd Ave (west of PDX) | Area west of NE 33rd Ave from Columbia River (north) to Columbia Slough (south) changes from East district (green) to N/NE district (orange) | Population within Sunderland neighborhood in a single district and City planning group request |
| August 8 | Boundary between Roseway and Cully neighborhoods (Prescott to Mason along 63rd) | Two census blocks on the west side of NE 63rd change from SE district (teal) to N/NE district (orange) | Makes NE 63rd a uniform boundary so that neighbors on the west side of NE 63rd are all in a single district |
| August 8 | Ardenwald-Johnson Creek neighborhood | Area south of SE Harney changes from West district (blue) to SE district (teal), and single census black south of SE Crystal Springs (between SE Cesar Chavez and half block to SE 42nd) changes from SE district (teal) to West district (blue) | Better alignment of neighborhoods along roadways, and makes SE Crystal Springs a uniform boundary so that neighbors on the south side of SE Crystal Springs are all in a single district |
| August 8 | Brooklyn neighborhood (south end) | Area bounded by SE Holgate Blvd (north), SE McLoughlin (west and south), and railyard (east) changes from West district (blue) to SE district (teal) | Entirety of neighborhood in single district |
| August 9 | Montavilla/Jade District 6 | Area bounded by SE Market & SE Mill (north), SE 82nd (west), SE Division (south), and I-205 (east) changes from East district (green) to SE district (teal) | Entirety of Montavilla neighborhood in single district, and better alignment to Jade District boundary based on input from community and organizations |
| August 16 | Steel Bridge along 84 th | Census blocks along the northern edge of the SE district (teal) from the Steel bridge to Sullivans Gulch were moved from North district (orange) to SE district (teal) | Consistency of census blocks north and south of district lines. No population change. |
| August 16 | Hollywood | Change of census block from SE district (teal) to North district (orange) | Cleaner lines, minor population change (12 people) |
| August 16 | Woodlawn Park | Changes census block from the SE district (teal) to East district (green) | Creates clearer district lines by aligning the boundary with the I-84 freeway. No population change. |

An aerial photograph of a city street, likely in Portland, Oregon. A light rail tram is visible in the lower right, traveling along a dedicated track. The street is lined with trees, some of which have yellowing autumn foliage. Various urban buildings are visible, including a prominent tall, dark skyscraper in the background. The sky is blue with scattered white clouds.

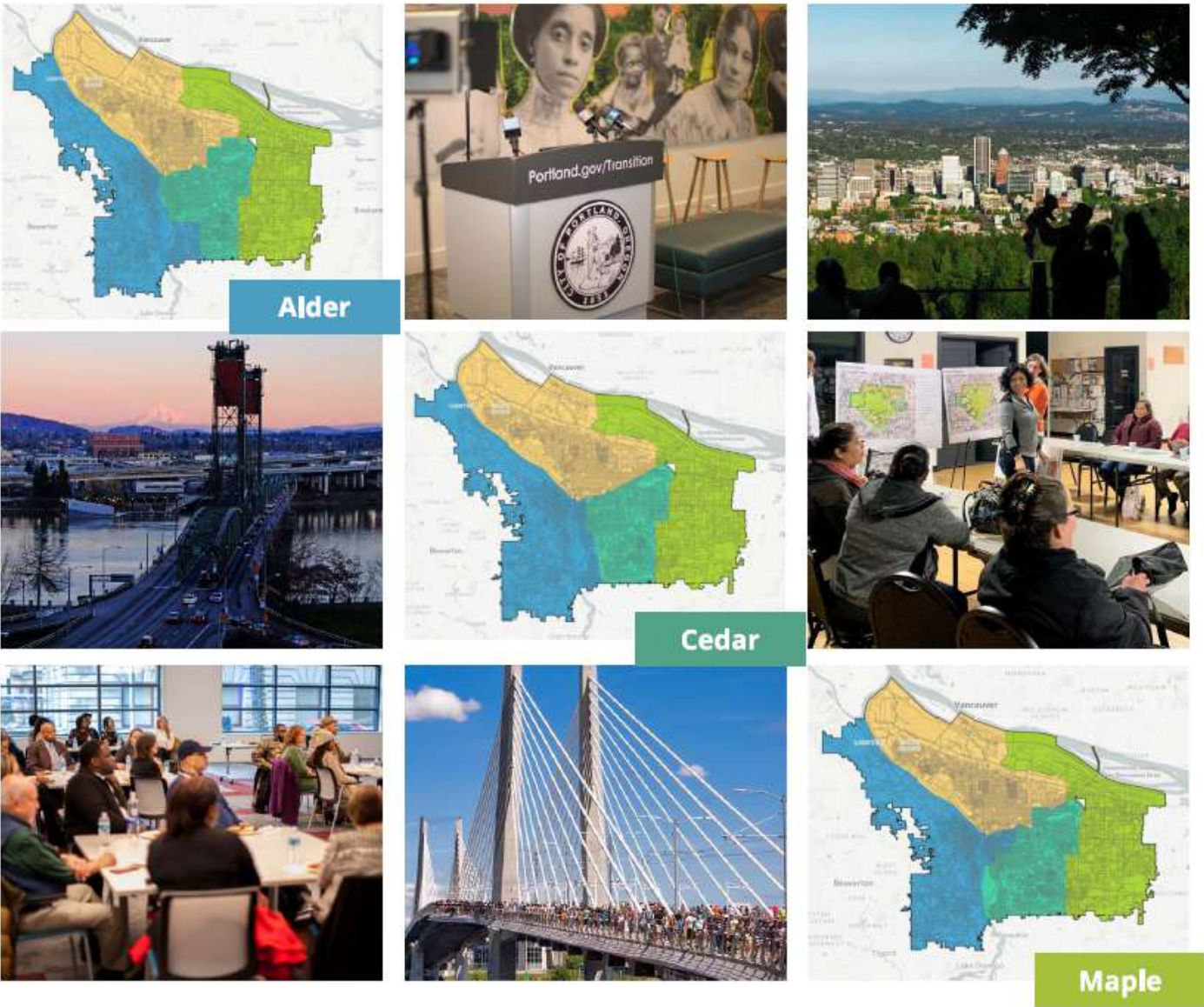
Appendix I

Public Comment Report



Independent District Commission

Public Comment Report



July 2023

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Public Comment Report

Public Comment Engagement

On June 1, 2023 the Independent District Commission(IDC) released its draft district plan for community input and public hearing. The public comment period on the draft district plan opened on June 1, 2023, and closed on July 22, 2023. The Independent District Commission received **816 public comments** through an online comment form, 311 phone line, emails, verbal testimony, and written testimony.

Report Goals

- The purpose of this public comment report is to help inform the Independent District Commission thinking and to:
- Understand the rationale and common interests driving the draft map selections. 91.2% of all public comments voted for one of the three draft maps, Alder, Cedar, and Maple. As these maps are to inspire feedback, not be voted on as is, this report aims to highlight the common communities and policy areas of interest behind the map selections.
 - Hear from communities about their own relationships that define their community. 44.5% of the comments received during the public comment period were from Southeast Portland residents that often voted for the draft map that kept their community on the east side. These comments were also received from the Northeast Rose City Park, Roseway, Hollywood district neighborhoods to a lesser extent. The report aims to create transparency on overrepresented voices speaking on behalf of other communities within the draft map selection process.

Who we heard from

Public comment is one part of community feedback the Independent District Commission collected since June 1st. People who participate in government processes through public comments are a specific subsection of the larger Portland community. This report’s data should not be used to represent all communities in Portland. Instead, the public comments are one of the many ways commissioners are connecting and hearing from communities.

The only demographic data the District Commission has for public commenters is zip code data, which we have for **78.2% of commenters**. The zip codes provide a general picture of where comments are coming from and level of engagement from distinct areas in Portland. However, the public comment data is subject to both sampling and non-sampling errors. Based on available data, Southeast Portland is overrepresented in public comments.

Table 1. Public commenter demographic information in comparison to Portland.

| Location | Public Commenters N=816 | Portland Population Total Pop= 652,503 ¹ |
|--|----------------------------|--|
| North/ Northeast Portland ² | 18.3% (149 people) | 30.8% (201,183) |
| Southeast Portland ³ | 44.5% (363 people) | 21.5% (140,573) |
| East Portland ⁴ | 4.9% (40 people) | 26% (169,725) |
| West Portland ⁵ | 10.5% (86 people) | 21.6% (141,022) |

¹Portland Population is sourced from the Independent District Commission’s District R online mapping tool.<https://distrctr.org/plan/190596>.

²North/ Northeast Portland: 97203, 97211, 97212, 97213, 97217, 97218, 97227

³Southeast Portland: 97202, 97206, 97214, 97215, 97232, 97239

⁴East Portland: 97216, 97220, 97230, 97233, 97236, 97266

⁵West Portland: 97201, 92205, 97209, 97210, 97219, 97221, 97229, 97231

| | | |
|-----------------|--------------------|-----|
| Did not specify | 21.8% (178 people) | N/A |
|-----------------|--------------------|-----|

Analysis Methodology and Qualitative Data Codes

Methods

Qualitative data was collected from all online comment forms, 311 phone lines, emails, verbal testimony, and written testimony submitted to the Independent District Commission. Commissioner’s briefings and conversations were not included in this dataset. The data was coded and analyzed for key themes across all the comments.

Draft Map Selection

The Draft Maps codes were developed with a deductive approach using the three draft maps as predetermined codes to determine which was the most favored. Support for a specific draft map was a categorical code, where people could only vote for one preferred map. The code for opposing a draft map could be applied to multiple maps. However, opposition was not inferred through supporting a different map, it was only coded if it was stated directly in a public comment.

Table 2. Draft Map Ranking out of the total 816 comments.

| | Number of comments in Support N=744 | Percent of comments in support | Number of comments in Opposition N=744 | Percent of comments in opposition |
|---------------------|--|-----------------------------------|--|--------------------------------------|
| Alder Map | 216 | 26.5% | 63 | 7.7% |
| Maple Map | 205 | 25.1% | 68 | 8.3% |
| Cedar Map | 67 | 8.2% | 107 | 13.1% |
| None of the maps | 96 | 11.8% | N/A | N/A |
| Not specified | 72 | 8.8% | N/A | N/A |

Comment Codes

Out of all the total comments received, 54.4% of the commenters provided specific feedback on the datasets and priorities to inform decision making. These codes were selected using an inductive approach that developed themes as they emerged through the review.

Table 3. Public commenters preferred priorities and datasets for decision making.

| Comment Codes | Comments N=444 ⁶ | Percentage of total dataset comments |
|---|--------------------------------|--|
| Neighborhood Boundaries. <i>Description: Public comments that mention maintaining neighborhood boundaries when determining district lines. These comments include mentions of neighborhoods, neighborhood associations, and neighborhood coalitions.</i> | 274 | 33.6% |
| Socioeconomic Equity. <i>Description: Public comments that mention balancing districts with socioeconomic factors, including income levels, housing affordability and social demographics.</i> | 123 | 15.1% |
| Transportation and Connectivity. <i>Description: Public comments that mention the significance of transportation corridors and connectivity when determining district boundaries.</i> | 104 | 12.7% |
| Assets. <i>Description: Public comments that mention the distribution of city assets like businesses, parks, OSMI, Lloyd District, Convention Center, and colleges when determining district boundaries.</i> | 99 | 12.1% |
| Geographic Features. <i>Description: Public comments that mention using geographic features such as the Willamette River, the west hills, and other natural boundaries as district dividing lines.</i> | 95 | 11.6% |
| Community Input. <i>Description: Public comments that mention community input, involvement in the decision-making process and representation in their district’s governance when determining district dividing lines.</i> | 84 | 10.3% |
| Racial and Ethnic Equity. <i>Description: Public comments that mention fair representation and equal opportunities for communities of color, taking into account historical contexts, demographic distributions, and the prevention of racial gerrymandering.</i> | 65 | 8% |
| Renter Representation. <i>Description: Public comments that mention equitable representation of renters vs homeowners in each district.</i> | 34 | 4.2% |
| Land Use. <i>Description: Public comments that mention using urban land use, development patterns, and infrastructure needs as common policy interests.</i> | 30 | 3.6% |
| Public Safety Concerns. <i>Description: Public comments that mention crime, homelessness, drug use, tagging, and other public safety concerns as a common policy interest.</i> | 17 | 2.1% |
| Other. <i>Description: Public comments that mention other common policy interests that should be used when determining district boundaries. These often included business interests, the Central City 2035 Plan, school districts and the desire for districts to unite not divide Portland.</i> | 90 | 11% |

⁶ The comment codes outlined in Table 3 exceed the 444 comments that shared priorities and datasets as many comments expressed multiple priorities while other testimonies did not share any.

Content Analysis: Summary of Public Comment Themes

Types of comments received:

- 81.2% of commenters voted for a map (n=744)
- 54.4% of commenters shared datasets and priorities to inform the district boundaries (n=444)
- 38.8% of commenters shared a desire to keep their neighborhood intact (n=317)
- 14.4% of comments were logistics questions or no longer applicable to the districting process (n=142)
- 16.9% of commenters proposed alternative district boundaries (n=138)
- 11.7% of commenters didn’t support any of the draft maps (n=96)
- 4.1% of commenters made a suggestion to an existing map (n=34)

General themes

Concerns about Division and Disenfranchisement:

Residents voiced concerns about dividing communities and the potential for certain neighborhoods to be marginalized or disenfranchised based on the district boundaries. They emphasized the need for equitable representation of systematically marginalized populations and fair distribution of city assets between the districts.

Neighborhood Boundaries:

Neighborhood district boundaries and neighborhood association boundaries were the top priority for district boundaries in all three draft maps and in the general priorities. The importance of neighborhood boundaries is also illustrated by the Alder Map having the most votes of all three draft maps.

Socioeconomic and Racial Equity:

Testimonies highlighted the significance of socioeconomic and racial equity in the districting process. They emphasized the importance of balancing affluent and lower-income areas to ensure fair representation and avoid concentration of wealth and privilege. Public comments emphasized that district boundaries that balance these key demographics protect against gerrymandering and redlining.

Renter Representation:

There were differing opinions on the concentration of renters within districts. Some expressed concerns about concentrating renters in a single district, while others believed it would lead to stronger representation for renters' interests. The public comments that expressed concern noted the differences between renters on the east and west side. Public testimony from Kim McCarty, Executive Director of the Community Alliance of Tenants, expanded on differences in quality and quantity of rental housing between the central east side, east Portland and west side. She reported that in the last couple of years black tenants represent 70% of city-wide renters. Many of the black tenants live along the east Portland I-205 corridor that has a concentrated amount of rent assistance services and naturally affordable housing. Due to some of these geographic differences, many public commenters noted their hesitancy to consolidate central city renters with the west side, fearing it would disenfranchise them.

Transit Corridor Boundaries:

There was some debate on whether using transportation corridors, like Sandy Blvd, should divide districts or be used within districts to promote more cohesive development. Those in favor appreciated the recognizable district boundaries and believe this could increase voter turnout, especially in younger populations less attached to neighborhood boundaries. Those concerned that transit corridors divide communities noted the policy disparities that occur on either side of transit corridors. One commenter illustrated this point by referencing the English idiom “wrong side of the tracks.” Other commenters opposing transit corridor boundaries were concerned that it weakens pedestrian, cyclist, and active transportation user’s advocacy opportunities, especially regarding safe crossings. In many of the opposing comments, the scale of the transit barrier influenced people’s critiques. For example, the Willamette River and I-205 were less questioned in public comments than Sandy Blvd and 12th Street.

[Willamette River Boundary](#)

Many residents appreciated that the commission respects the natural boundary of the Willamette River, separating the east and west sides of Portland. They believe this division aligns with the city's geography and historical context. 3.5 % of public commenters (29 people) expressed a desire to have a stronger boundary that kept the east side and west side completely separate. On the other hand, a different 3.5% of public commenters (29 people) expressed a desire to see the commission reconsider lateral districts or breaking the west side into districts that join the east side. Some of these comments were motivated to break up the power, wealth and asset packing in the west side district.

[Unite Portland](#)

Many public comments reflected the desire for collaboration amongst the new city councilors. Some comments advocated for strategic district boundaries that would allow multiple district councilors to work together on complex issues like environmental stewardship of the Willamette River, and central city revitalization. Other commenters noted the east west district divide needlessly perpetuates historical divisions of the city.

[Encouraging an IDC Decision](#)

A few comments expressed frustration at the proposed Ryan-Gonzales measure. Some of these comments and others, urged the IDC to make the ultimate decision for the district maps rather than allowing the City Council to make the final decision.

Community Specific Considerations

The selection of a draft map exercise led many community members to articulate strong community specific considerations.

[Central Eastside and Downtown](#)

Some individuals supported the integration of the Central Eastside with downtown and the west side, citing shared development land use needs, concentrating renter populations, transportation connectivity across the Willamette River, and creating a unified central district. The Cedar and Maple map were favored by those who prioritized this integration.

The strong opposition for consolidating the central east side and downtown was cited as the need to protect inner Southeast neighborhoods like Kerns, Buckman, Hosford-Abernathy. These communities expressed a limited connection with the Willamette River, noting stewardship should be in the district aligned with Sellwood and Eastmoreland, which have houseboats, parks and boat launches within their communities. Other priority concerns were balancing socioeconomic demographics across districts, promoting racial and ethnic equity, and protecting low income renter representation in each district. Final consideration in the opposition of the central eastside and downtown district was the consolidation of East side assets into the Westside district.

[Sellwood-Eastmoreland's Placement](#)

There were mixed opinions about the placement of Sellwood-Eastmoreland, with some advocating for it to be included in the east side districts and others suggesting it should be grouped with the west side. However, 18.7% of all 816 public comments explicitly advocate against splitting Sellwood- Eastmoreland neighborhood from the rest of SE. The number one reason cited is to maintain neighborhoods and neighborhood coalitions. Many Sellwood-Eastmoreland residents shared their personal relationship and community ties with neighboring Woodstock and Reed, communities. The second highest concern was the limited representation Sellwood-Eastmoreland would have in a district with the entire west side. Another priority concern was the lack of transportation and connectivity between the east and west side in the Sellwood area. Finally, the distribution of assets was cited in many public comments wishing Sellwood-Eastmoreland to remain represented on the east side.

Those in favor of a district that combines Sellwood-Eastmoreland with the west side cited socioeconomic considerations and similar racial and ethnic demographics as areas of common interests. Another priority was the land use, development and infrastructure similarities between Sellwood-Eastmoreland and west side residential neighborhoods.

Finally, commenters who noted protecting renter representation were in favor of Sellwood-Eastmoreland's placement in a west side district as it protected more renter heavy areas on the east side being combined into the west side district.

[East Portland District](#)

East Portland residents are the most underrepresented voices in the public comments. The greatest priorities articulated by this limited number of East Portland residents is to preserve existing neighborhood boundaries, followed by prioritizing racial and ethnic equity. The majority of East Portland commenters appreciated the IDC's decision to keep East Portland a unified district to increase their representation in city governance. East Portlanders expressed the desire to see assets distributed throughout districts and generally supported using transportation corridors as district boundaries.

[North/ NE Portland District](#)

Protecting neighborhood boundary lines was the highest priority shared by North Portland and Northeast Portland residents. 30 North and NE Portland residents preferred preserving neighborhood boundaries over using existing transportation corridors to draw the separation between North and SE districts. This was particularly in reference to preserving Rose City Park, Roseway, and Hollywood neighborhoods that are divided when Sandy Blvd is used as a district boundary. There was some debate on whether transportation corridors like Sandy Blvd should be used to divide districts or be integrated within districts for more cohesive development. However, out of 22 North and NE residents that commented on this, 15 supported using transportation corridors as boundaries.

Five residents of the Montavilla neighborhood expressed concern that all three proposed maps divided their neighborhood and advocated to keep their neighbor united. Multiple commenters, residents of North Portland and other quadrants, expressed their support for recognizing the historic Albina district and maintaining a unified North Portland. Finally, 5 people expressed the Linnton similarities to the North Portland District and suggested being included in the North Portland area.

[Summary of Draft Maps Feedback](#)

91% (744 people) of the commenters voted on one of the proposed draft maps out of the total 816 comments.

Alder Map

- 216 (26.4%) of all public commenters supported the Alder Map.
- 65 (8%) of all public commenters explicitly opposed the Alder Map.
- 6 people made suggestions to the Alder map.

Table 4. Breakdown of support for the Alder map by zip code data out of the total 816 comments.

| | Support for Alder Map N=216 | Percent of comments in support of Alder | Opposition for Alder Map N=65 ⁷ | Percent of comments opposing Alder |
|---------------------|--------------------------------|---|---|------------------------------------|
| North & NE Portland | 45 | 20.8% | 4 | 1.8% |
| SE Portland | 109 | 50.4% | 51 | 23.6% |
| East Portland | 11 | 5% | 2 | 0.9% |
| West Portland | 28 | 12.9% | 0 | 0% |
| Not specified | 23 | 10.6% | 8 | 3.7% |

Table 5. Alder Map public commenters priorities to inform district lines out of the total 816 comments.

| | Support for Alder N=216 | Percent of comments in support of Alder | Opposition for Alder N=65 | Percent of comments opposing Alder |
|---------------------------------|----------------------------|---|------------------------------|------------------------------------|
| Neighborhood Boundaries | 112 | 13.7% | 36 | 4.4% |
| Socioeconomic Equity | 55 | 6.7% | 13 | 1.6% |
| Racial and Ethnic Equity | 15 | 1.8% | 6 | 0.7% |
| Transportation and Connectivity | 23 | 2.8% | 17 | 2.1% |
| Geographic Features | 19 | 2.3% | 12 | 1.5% |
| Community Input | 23 | 2.8% | 9 | 1.1% |
| Land Use | 2 | 0.2% | 5 | 0.6% |
| Public Safety Concerns | 2 | 0.2% | 4 | 0.5% |
| Renter Representation | 18 | 2.2% | 1 | 0.1% |
| Assets | 26 | 4.4% | 12 | 1.5% |
| Other | 20 | 2.5% | 7 | 0.9% |

⁷ Opposing comments for the draft maps is significantly lower than the comments supporting a map. The comments were coded only if support or opposition was explicitly said, not inferred. Many comments focused on stating the map they preferred the most or a desire to preserve their neighborhood instead of directly opposing a map.

Alder Map Key Themes

- [Neighborhood Boundaries](#): 13.7% of all 816 public comments voted for the Alder map because it aligns with existing neighborhood boundaries. They believe that maintaining these boundaries is important to preserve community cohesion and representation. In an effort to align the report goals with the findings, it is important to note that 25% of all Alder Map supporters indicated this was their preference solely because the other two maps threatened to split their neighborhoods. These supporters were largely representing Buckman, Hosford-Abernathy, Brooklyn, Richmond neighborhoods.
- [Socioeconomic Coherence](#): 6.7% of Alder Map supporters noted it maintains socioeconomic coherence within districts. They argue that Sellwood-Eastmoreland neighborhoods and the West side share similar socioeconomic characteristics that fosters better representation and understanding of shared issues and needs. 2.2% of the testimonies further noted that the Alder map achieves a balanced distribution of renters and homeowners within districts. They believe this balance is essential to ensure fair representation and to avoid concentration of power or exclusion of specific demographics.

Suggestions for the Alder Map

6 public comments added specific suggestions to the Alder map.

- [Suggestion 1 came from zip code 97202](#): Neighborhood integrity is vital to the communities and the voice of neighborhood coalitions/groups should not be dampened by the new geographic districts. The Alder map is the best choice for the city. It would be better if the South East and SouthWest neighborhoods were not mixed in the same district. This will weaken Sellwood/Moreland/Reed.
- [Suggestion 2 came from the Roseway neighborhood](#): Areas north of I-84 and west of I-205 should be grouped with the North district. The Madison South, Roseway, Rose City Park and Sumner neighborhoods are all part of the Central Northeast Neighborhoods coalition and clearly have a "common interest" with other north and northeast neighborhoods. Placing these neighborhoods in the southeast district disrupts the already established relationships that exist among northeast Portland neighborhoods. I-84 is a significant physical boundary that separates NE and SE Portland, however, the Alder Map does not respect this logical geographic boundary any further east than the Hollywood District.
- [Suggestion 3 came from zip code 97213](#): One minor revision I would like to see (if possible) is the inclusion of Hollywood into district C (teal color). The character of housing north of Sandy in that neighborhood is fairly different than south of it.
- [Suggestion 4 came from zip code 97213](#): I propose that the Independent Commission slightly modify the Alder Map by adjusting the border between Sellwood and Brooklyn to conform to the Neighborhood Association boundaries. The triangle below Holgate following McLaughlin to Reedway would be the perfect new boundary. The Brooklyn neighborhood ends, at its SW tip, at the crossing of McLaughlin and Milwaukie, which is an underpass. Then our border follows McLaughlin, not Holgate. This southern end of Brooklyn does not resemble the residential character of the Sellwood area just a few blocks farther south.I do not believe that the long census block/s containing Oaks Bottom should be part of Brooklyn. If Sellwood is moved to conjoin the Westside, then the riverside should be theirs.
- [Suggestion 5 came from the Lents neighborhood](#): submitted a map with the name “The North Gets its Own”, He drew a map where the yellow district extends all the way along the river. As far as the west is concerned it looks mostly like the Alder map. The cool part about this map is that all districts have 163,000 individuals give or take a couple of hundred.
- [Suggestion 6 came from zip code 97202](#): I could live with Alder but only if the SE neighborhoods can retain their SE identity. I believe this could be accomplished by ensuring that SE neighborhood associations remain part of

Southeast Uplift — their district coalition. In my opinion this is a critical piece that must be worked out in order for any of the east/west transfers to be successful.

Maple Map

- 205 (25.1%) of all public commenters supported the Maple Map.
- 68 (33%) of all public commenters explicitly opposed the Maple Map.
- 8 people made suggestions to the Maple map.

Table 6. Breakdown of support for the Maple map by zip code data out of the total 816 comments.

| | Support for Maple Map N=205 | Percent of comments in support of Maple | Opposition for Maple Map N=68 | Percent of comments in support of Maple |
|---------------------|-----------------------------------|---|-------------------------------------|--|
| North & NE Portland | 22 | 10.7% | 13 | 6.3% |
| SE Portland | 150 | 73.2% | 42 | 20.4% |
| East Portland | 6 | 2.9% | 3 | 0.9% |
| West Portland | 7 | 3.4% | 3 | 0.9% |
| Not specified | 20 | 9.7% | 7 | 4.8% |

Table 7. Maple Map public commenters priorities to inform district lines out of the total 816 comments.

| | Support for Maple N=205 | Percent of comments in support of Maple | Opposition for Maple N=68 | Percent of comments opposing Maple |
|------------------------------------|-------------------------------|---|---------------------------------|---------------------------------------|
| Neighborhood Boundaries | 88 | 10.8% | 39 | 4.8% |
| Socioeconomic Equity | 21 | 2.6% | 28 | 3.4% |
| Racial and Ethnic Equity | 8 | 1.0% | 13 | 1.6% |
| Transportation and Connectivity | 36 | 4.4% | 9 | 1.1% |
| Geographic Features | 29 | 3.6% | 9 | 1.1% |
| Community Input | 23 | 2.8% | 14 | 1.7% |
| Land Use | 19 | 2.3% | 3 | 0.4% |
| Public Safety Concerns | 5 | 0.6% | 1 | 0.1% |
| Renter Representation | 10 | 1.2% | 13 | 1.6% |
| Assets | 34 | 4.2% | 23 | 2.8% |
| Other | 24 | 2.9% | 14 | 1.7% |

Maple Map Themes

- [Neighborhood Divides](#): Maintaining intact east side neighborhoods is by far the most significant priority expressed in support of the Maple Map. As the draft maps all present a different configuration of east side neighborhoods joining the west side, many public comments on the maps are directed to “saving their neighborhoods” at the expense of annexing another’s. Out of all the public comments, 9.6% commenters (78 people) noted they supported a consolidated central city district, 14.1% of Maple supporters (115 people) noted they only supported the Maple map because it kept Sellwood-Eastmoreland neighborhoods in a SE district, and the remaining 82 Maple Map supporters did not name either factor in their support. On the other side, 4.8% of the opposition to Maple Map noted their position is in service of keeping the impacted neighborhoods Hosford-Abernathy, Kerns and Buckman within the southeast district. These neighborhood advocates highlighted their historical, demographic, and geographic connections to other Southeast neighborhoods.
- [Central City Governance & Land Use](#): 2.3% of Maple Map supporters noted that a consolidated central city will lead to effective governance and decision-making regarding central city development, revitalization, and equitable utilization of resources. Many commenters noted that they appreciated how this plan aligned with the 2035 Comprehensive Plan.
- [Rental Representation](#): 1.6% of the comments opposing the Maple map were concerned with disenfranchising the renter heavy central east side by combining this area with the whole of the west side.
- [Equal Population](#): Commenters that opposed the Maple Map noted concern that the Map had a greater population deviance between districts than the other 2 draft maps.

Suggestions for the Maple Map

8 public comments added specific suggestions to the draft map.

- [Suggestion 1 from Southeast](#): Move neighborhoods Rose City Park, Roseway, and Madison South from District C (SE Portland) to District A (N/NE Portland). Move Lloyd from District A (N/NE Portland) to District D (NW/S/downtown Portland).
- [Suggestion 2 from Sellwood](#): Maple proposal, I would suggest moving the quasi-industrial area surrounding the railroad tracks bordered by SE 17th, Powell, SE 26th, and Holgate from the south (C) district to the west side district (D).
- [Suggestion 3 From 97202](#): Lloyd district should be moved to Maple’s District A instead of where it now is in District D. Moving some of District C to District A in compensation would better balance the populations. Madison South, Rose City Park, and Roseway would probably work to solve this potential issue.
- [Suggestion 4 from Roseway](#): Don’t split Roseway in half.
- [Suggestion 5 came from zip code 97212](#): The Maple map gerrymanders. Note that Maple plan re 'preserving historic Albina' is misleading as all plans do this currently.
- [Suggestion 6 came from zip code 97202](#): The Maple map is preferable to the Alder and Cedar maps because it more closely follows human and natural features. But, I encourage the Independent District Commission to examine whether revising the Maple District boundaries consistent with human and natural features will enhance the City of Portland’s ability to perform its core functions and protect the most important attribute of the City of Portland: the livability of its neighborhoods.
- [Suggestion 7 came from zip code 97202](#): The Maple proposal comes the closest to keeping the southeast neighborhoods intact, but needs to be amended to remove the southern portion of Southeast from the Westside neighborhoods.
- [Suggestion 8 came from zip code 97202](#): Put Lloyd District included in district D, instead of Buckman and Kerns.

Cedar Map

Unlike the other two maps, more commenters explicitly opposed the Cedar map than supported it.

- 67 (8.2%) of all public commenters supported the Cedar Map.
- 107 (13.1%) of all public commenters explicitly opposed the Cedar Map.
- 12 people made suggestions on it.

Table 8. Breakdown of support for the Cedar map by zip code data out of the total 816 comments.

| | Support for Cedar Map N=67 | Percent of comments in support Cedar | Opposition for Cedar Map N=107 | Percent of comments in support of Cedar |
|---------------------|----------------------------|--------------------------------------|--------------------------------|---|
| North & NE Portland | 23 | 34.3% | 12 | 11.2% |
| SE Portland | 16 | 23.8% | 77 | 71.9% |
| East Portland | 6 | 8.9% | 3 | 2.8% |
| West Portland | 13 | 19.4% | 5 | 4.6% |
| Not specified | 9 | 8.9% | 10 | 9.3% |

Table 9. Cedar Map public commenters priorities to inform district lines out of the total 816 comments.

| | Support for Cedar N=67 | Percent of comments in support of Cedar | Opposition for Cedar N=107 | Percent of comments opposing Cedar |
|---------------------------------|------------------------|---|----------------------------|------------------------------------|
| Neighborhood Boundaries | 11 | 1.3% | 66 | 8.1% |
| Socioeconomic Equity | 12 | 1.5% | 29 | 3.6% |
| Racial and Ethnic Equity | 10 | 1.2% | 11 | 1.3% |
| Transportation and Connectivity | 24 | 2.9% | 31 | 3.8% |
| Geographic Features | 11 | 1.3% | 19 | 2.3% |
| Community Input | 7 | 0.9% | 18 | 2.2% |
| Land Use | 4 | 0.5% | 8 | 1.0% |
| Public Safety Concerns | 0 | 0 | 4 | 0.5% |
| Renter Representation | 1 | 0.1% | 10 | 1.2% |
| Assets | 8 | 1.0% | 24 | 2.9% |
| Other | 12 | 1.55% | 19 | 2.3% |

Cedar Map Key Themes

- [Concerns about neighborhood fragmentation](#): Concerns about fragmenting the Buckman, Hosford-Abernethy, Sellwood and Eastmoreland neighborhoods was the leading rationale for opposing the Cedar Map.
- [Transportation Connectivity](#): Testimonies were divided between considering transportation as good boundaries and other thinking they should be within districts to help promote cohesive growth. Commenters that expressed support for the Cedar map because it groups districts based on their transportation connectivity believe this approach aligns with the city's goal of promoting alternative modes of transportation and reducing reliance on cars. Other commenters expressed worry that using transit corridors as district boundaries erases corridors as defining and unifying community spaces. In a similar critique, some commenters worried that dividing transit corridors between districts weakens the advocacy base for improvements. Many of these opposing commenters advocate for centering the transit and natural boundaries within districts to create better connections.
- [Unequal distribution of socioeconomic groups and assets](#): Critics of the Cedar map highlighted potential issues with socioeconomic coherence. They argued that the map's composition might result in an imbalanced distribution of wealthier and lower-income neighborhoods within districts, leading to unequal representation and decision-making.
- [Land Use](#): Several residents favored the Cedar map because it merges the Central Eastside with the downtown area. They argue that this alignment reflects the shared interests and characteristics of these neighborhoods, particularly in terms of economic activities, urban development, and revitalization efforts.
- [Simple boundaries foster community input](#): 0.9% of the Cedar Map supporters appreciated the clear and simple district boundaries. These commenters believe simple and recognizable boundaries will foster increased voter representation.

Suggestions for the Cedar Map

12 public comments added specific suggestions to the draft map.

- [Suggestion 1 came from zip code 97227](#): Using transit lines and arterials as boundaries splits the ridership catchment area and greatly weakens advocacy for improvement. Highways, the Willamette River, and transit lines can be thought of as having opportunities for connection. If the river or a highway or 82nd Ave is centered within a district, there is a community motivated to push for better connections and improvement. However, if those become boundaries, the communities who would naturally advocate for creating connections are split into 2 districts and their voice/message is diluted and likely lost among other priorities. Please consider centering some of the barriers within our city within districts so our future is better set up to create more connections.
- [Suggestion 2 came from zip code 97214](#): Although the transit corridors on Cedar are clearly recognizable, I don't know that it's conducive to community cohesiveness to have them dividing districts. I would prefer they be uniting "main streets" as opposed to boundaries, at least to the extent possible.
- [Suggestion 3](#): Place transportation corridors in the center of districts.
- [Suggestion 4](#): I particularly dislike the options that group the area near 47th and Fremont with the SE district, rather than NE.
- [Suggestion 5 came from zip code 97214](#): As a resident and business owner that lives close to 12th and Hawthorne, I can say with complete confidence that these roads do not define much of anything.
- [Suggestion 6 came from zip code 97214](#): This map makes the most sense to me as 11th and the train tracks are the dividing line between clearly distinct types of infrastructure.

- [Suggestion 7 came from zip code 97213](#): Group NE 47th, right above Sandy with the more aligned with Grant Park and Hollywood, instead of Rose City Park. Don't group Sellwood with SW, instead give everything east of 82nd to the outer east side district
- [Suggestion 8 came from the Roseway neighborhood](#): Don't use Sandy Blvd as the boundary. It reduces Sandy Blvd to a mere transit corridor, rather than a unifying and defining community space. and divides The Madison South, Roseway, Rose City Park and Sumner neighborhoods
- [Suggestion 9 came from zip code 97213](#): Sandy Boulevard is a very walkable street with many pedestrian crossings. I see it as linking neighborhoods, and would not like to see it used to divide neighborhoods.
- [Suggestion 10 came from the NW region](#): The Cedar District seems the least appealing option to me. I do not own a car and rely on walking and public transportation, so I understand the desire to draw lines based on transit corridors. However, I believe transit lines should respond to the needs of local neighborhoods, and what kinds of transit options they want, rather than having to navigate existing high-traffic corridors that separate communities and endanger lives. We need to foster community connections and walkability/bikeability safety to foster those connections, and ultimately to develop businesses and housing that supports them.
- [Suggestion 11 came from zip code 97213](#): I do not support using Sandy Boulevard as a boundary - both sides of Sandy should be in a single district, as both sides of 82nd Ave are.
- [Suggestion 12 came from zip code 97202](#): 11th is not a natural dividing line for the SE. Keep SE together from the river to Caesar Chavez.

Alternative Map Configurations

- 11.8% of all public comments (96 people) do not support any map options.
- 16.9% of all public comments (138 people) submitted alternate map configurations.
- 3.5 % of public commenters (29 people) suggested lateral districts that span the east to west side of the river.
- 3.5 % of public commenters (29 people) mentioned keeping the east side and west side separated.

Key themes of the alternate map suggestions included protecting specific neighborhoods, supporting lateral districts and advocating for a stronger river boundary separating the east and west side. Some of the suggestions advocated for more than 4 districts so the areas could be more community specific. Other comments provide specific suggestions to district boundaries that have been captured in Table 10. These suggestions reflect general district boundaries and are not related to specific draft maps.

Table 10. Public comments that gave specific suggestions to distinct boundaries.

| Commenters Zip Code or neighborhood | Commenters Map Suggestions |
|---|---|
| 97220 | My family and I are personally impacted by our proximity to NE 82nd, I-84, and I-205, and it is easy to feel more cut off from areas to the east and south that are just half a mile away than places miles away to the west and north. I myself would like to remedy those access issues I have to the east and south of the Madison South neighborhood, and I imagine the people and businesses of Gateway and Montavilla feel similarly. By unifying across these roads where possible, the Commission can ensure these historical divisions can be healed over time through political cooperation |
| 97323 | Include Albina/Lloyd with the rest of the central city. |

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| Roseway | The Roseway neighborhood’s Asian American community loses representation by being lumped with Mt Tabor and SE. |
| N/A | Don't use 82nd and Sandy Blvd as dividing lines for development reasons |
| 97212 | Add St John’s to the West Side. |
| 97213 | Beaumont-Wilshire, Grant Park, Hollywood, Madison South, Rose City Park, Roseway and Sumner neighborhoods should all be in the same district. |
| 97203 | Move the Cathedral Park, University Park and Overlook neighborhoods to the Western District. |
| Rose City Park | I live near Hancock St and NE 51st. My neighborhood is similar to and connected with the areas W of 47th and N of Sandy. I feel less connected to areas S of I-84. All 3 maps use 47th and/or Sandy as a boundary. I would prefer using I-84 as the dividing line or something similar like Halsey. |
| N/A | I would suggest moving the boundary between Districts C and B west off of 82nd Avenue to include all commercially zoned lands with access/frontage on 82 Avenue. The Cedar Map along Sandy Blvd uses this principle east of 47th Avenue. Perhaps placing the entirety of the Sandy Blvd. corridor within District A would lend itself to a better coordinated development effort. |
| 97220 | In all 3 maps, the section bordered by NE 82nd, Lombard, 92nd, and Sandy should be included in the North Portland district. This is a residential neighborhood that should not be cut off and aligned with the airport and other more industrial areas. |
| 97206 | I believe the boundaries for SE should run to the river, over to Sandy, and up to 92nd. |
| 97213 | Don't split Sandy Boulevard into two districts, and it keeps Albina with other North and Northeast neighborhoods. |
| 97202 | Part of North Portland should join the West Side. |
| 97202 | Keep all of SE together, Sellwood through Kerns and Buckman. |
| N/A | Pull the indicated Westside neighborhoods of Goose Hollow, Old Town, University, South Waterfront into the “blue-green” Eastside district. |
| 97218 | I live in the Roseway neighborhood. To keep our neighborhood together the northern border should be Prescott, not Freemont nor Sandy. |
| 97231 | The Linnton neighborhood has more in common with St Johns and North Portland than the lower West side. |
| 97213 | Portland airport with the North/NE Portland district since it shares industrial ties with these areas around it. There must be negligible population residing in the PDX Airport area and more of the area around Gateway/82nd Ave could go to East Portland. |

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| 97213 | Group NE 47th, right above Sandy with the more aligned Grant Park and Hollywood, instead of Rose City Park. Don't group Sellwood with SW, instead give everything east of 82nd to the outer east side district. |
| 97214 | Would rather a portion of SE go to NE than any of the East side go to the West side district. |
| 97213 | Add Eliot and Lloyd to the West side, where Moda, the Convention Center, and far more business and tourism can be more similar. Keep the Hosford-Abernathy neighborhood together. |
| 97211 | All maps lack connection between the farther north westside areas and the North neighborhood areas directly across the river. |
| Roseway | Group the areas north of I-84 and west of I-205 into the North district. Communities of common interest include Hollywood, Cully and Beaumont neighborhoods, not to the south and southeast. |
| Rose City Park | Either central NE neighborhoods in Hollywood and possibly Grant Park or Beaumont Wilshire need to be coupled with central SE neighborhoods thereby giving more of a central SE balance where common interests are, NE neighborhood voices north of I84 can be heard in the larger SE geographical area. Or Rose City Park, Madison South, and Roseway all need to be moved to the same northern district, thereby keeping all central district voices geographically north of I84 together, having the same district representation. |
| 97216 | The area just north of Division but still west of 92nd should be included in SE (vs E) Portland to allow all the Montavilla neighborhood to be in the same district. |
| 97215 | The Commission should come up with a new option that more evenly distributes the west and east of 82nd districts. These districts are traditionally more conservative voting but have the smallest population representation. |
| 97216 | I would strongly encourage the commission to place the dividing line at Division Street, because it would keep our section of the neighborhood with the rest of Montavilla. Additionally, Division is a main thoroughfare and feels like a more natural dividing line. |
| 97216 | Placing the dividing line at SE Division rather than Mill would keep the Montavilla neighborhood intact and avoid bisecting the connected and deeply residential Mill Street area. |
| 97231 | All three maps put Linnton with downtown Portland, but not for any good reason. Linnton fits better with Saint Johns and the rest of North Portland. |
| N/A | Don't split the southeastern portion of the Montavilla neighborhood off from the rest of the neighborhood. |
| 97219 | The dividing line between District A & B should be along SE 82nd from the top of the map to the bottom, regardless of which map. The dividing line between A & C should be I-84. The line between B & C should be SW 82nd. The line between C & D should be the Willamette River. Nice, clean, distinct districts with no incursions of one district into another. |

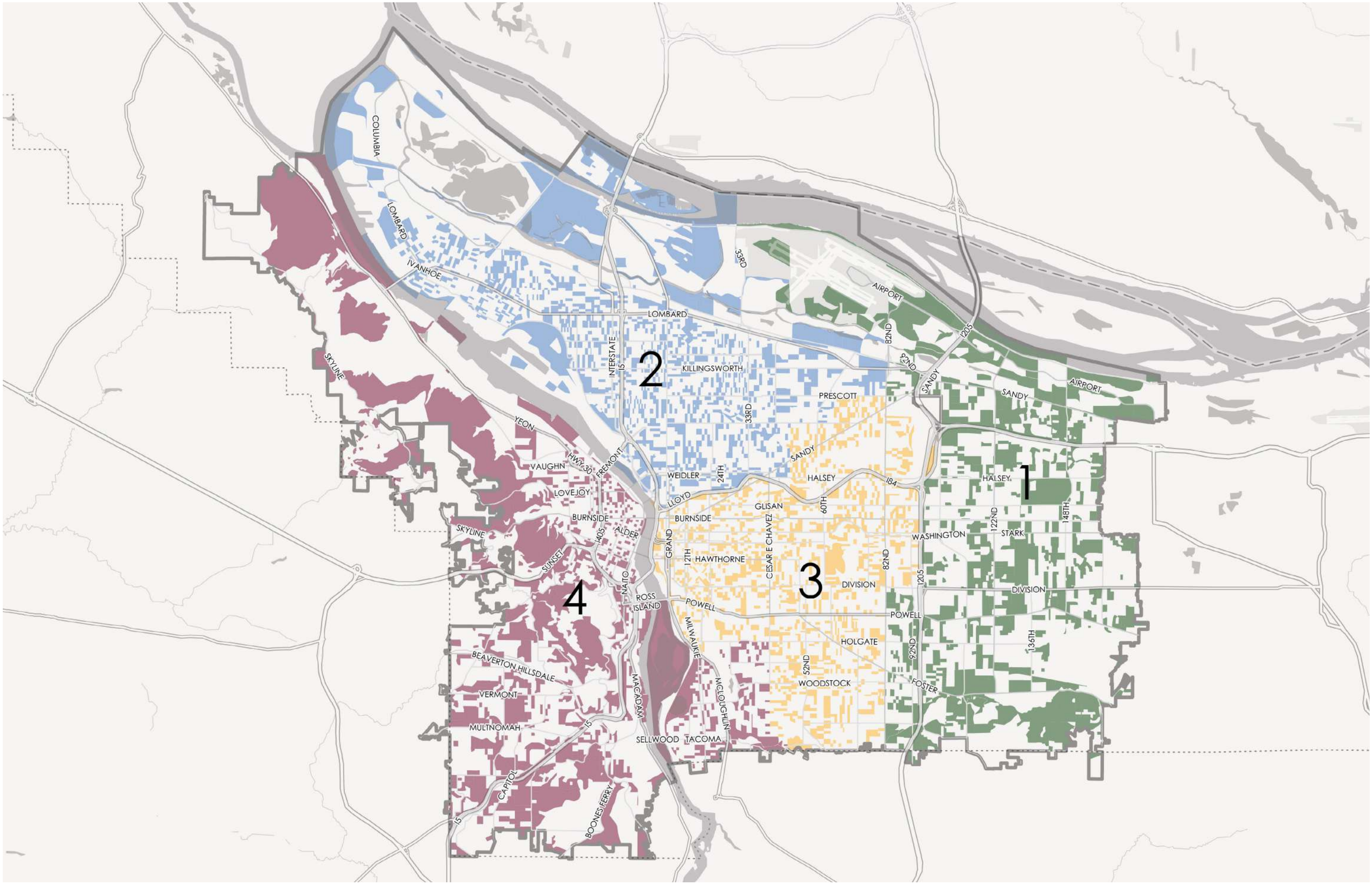
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| Rose City Park | If Rose City, Roseway, and Madison South into area A, and then take Lloyds Center and Sullivan's Gulch, and the east side industrial district and move that into downtown. Eastmoreland could be put back into the teal area in the Southeast. |
| St Johns | It is extremely important to keep North Portland together. That not only includes St. Johns, but also Cathedral Park. |
| 97214 | Use the river as a natural boundary and connect Omsi and rose quarter with the east side. |
| 97214 | Split the West side into 2 parts and then combine those two parts with east side districts. |
| 97230 | I would like to propose an alternate map: "Katz Kradle." It leaves the West Side intact, neighborhoods East of the 205 intact, the Albina and Jade districts intact - all of the Commission's requirements are satisfied, to the best of what I can tell. It also gives each district an interest in Portland's CC2035 plan. Most importantly, it leaves three of the four districts with a higher-than-average POC representation. |
| 97214 | I suggest a district that is St. John and Linnton, NW 23. Or a district that is the southern part of Portland such as Collins View across to Sellwood to lower Lents and Pleasant Valley |
| N/A | Create lateral districts bounded (roughly) by Fremont, Belmont and Powell. Each layer includes a good mix of races, incomes and ecosystems, and limits regional leverage. |
| 97086 | Lateral districts that combine NW and NE up to 82nd, SW and SE up to 82nd, and all of outer East Portland past 82nd, possibly including an inner city core from downtown through inner NE/SE up to 20th or 28th Ave. |
| 97202 | Linnton and St Johns have a lot in common, both historically and economically; they both wrestle with similar transportation issues. The neighborhoods in the central eastside share the challenges of an active industrial-residential interface with several on the west side. The mostly residential areas such as Eastmoreland and Sellwood share many characteristics with neighborhoods in SW Portland. |



Portland Transition

Appendix J Final Map





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